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ABSTRACT

This demonstration project was designed to prepare disadvantaged youth from the inner city to meet the requirements for, and perform effectively in, the apprenticeable construction trades in the District of Columbia. Of 160 trainees who were prepared for apprenticeship in two 24-week cycles, there were 143 graduates, of whom 120 were placed in apprenticeship. The report emphasizes the need for a comprehensive program of remedial education, work orientation, and skill training to prepare the individual for apprenticeship. Individual counseling and careful followup are also considered to be of major importance. (BH)

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PROJECT BUILD

A Manpower Demonstration Program

February, 1968 — March, 1969

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This report on a special demonstration project was prepared under a contract with the Manpower Administration, U.S. Department of Labor, under the authority of the Manpower Development and Training Act. Organizations undertaking such projects under government sponsorship are encouraged to express their own judgment freely. Therefore, points of view or opinion stated in this document do not necessarily represent the official position of the Department of Labor. This demonstration was conducted under contract No. 82-09-68-18.

Preface

This report covers the period of February 1, 1968 to March 31, 1969 and is the final report of PROJECT BUILD'S activity during this period. The reader should be aware that the activities of the project in placement of trainees into apprenticeship from both the first and second cycles are continuous and changes in program activity based on experience have continued beyond the period covered in the contract.

The director, the staff, members of the Policy Board and other persons involved in the project spent many hours in interviews and discussions with the writers. This report was submitted to the project director and his staff, the chairman of the PROJECT BUILD Policy Board, who is also the executive secretary of the Washington Building and Construction Trades Council, AFL-CIO, the president of the Greater Washington Central Labor Council, AFL-CIO, and to the Department of Labor for review and comment. Their review and criticisms in improving the accuracy and usefulness of this report are gratefully acknowledged. However, errors or limitations that are present in the report are the writers' responsibility.

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and
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Washington, D. C.
October, 1969

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Abstract

Operations:

PROJECT BUILD, a U.S. Department of Labor manpower demonstration project, is sponsored by the Greater Washington Central Labor Council, AFL-CIO, in cooperation with the Washington Building & Construction Trades Council, AFL-CIO, and operates under a Policy Board that is broadly representative of the affected community.

During the contract period, 160 inner-city disadvantaged youths were to be recruited and prepared for apprenticeship in two cycles of approximately 24 weeks each.

The trainees were to be oriented to the world of construction work, given skill familiarity training through class and on-site work experience, and remediation to raise their educational level and assist them in passing required apprenticeship entrance tests. Supportive counselling services were to be available.

Union journeymen, representing eight participating construction crafts involved in rehabilitation work, developed and were responsible for the skill familiarity and on-site training phase; and remediation instructors, most assigned by the D. C. public school system, were responsible for the remediation phase of the program. Counselling services were initially provided by the District's U.S. Employment Service office; however, it later became necessary to add permanent counsellors to the staff.

On-site trainee work experience was to be provided on rehabilitation housing projects sponsored by nonprofit housing corporations which agreed to cooperate with the project.

Results:

For the 160 project openings, 245 young men applied to the project in Cycle I, and 204 applicants applied for entrance to Cycle II.

A total of 143 trainees graduated from Cycles I and II.

Placements in apprenticeship are a continuous process, but 58 graduates of Cycle I and 62 graduates of Cycle II have been placed in apprenticeship, a total of 120 placements.

The average trainee has had a 10th grade education and a casual work history.

High school dropouts were encouraged to work toward a high school equivalency diploma. Of the 18 trainees who took the General Educational Development (GED) test in Cycle I, 42% passed; while 34% of 41 trainees passed in Cycle II.

Of the trainees in Cycle I, 67% passed the General Aptitude Test Battery (GATB), while 73% of Cycle II trainees passed this test necessary for entrance to apprenticeship.

On-site work experience was not as readily available as had been anticipated and the project attempted to compensate by outfitting workshops in lieu of on-site work.

The project found that its followup of graduates was not sufficiently intensive and moved to assign responsibility to one person on a full-time basis.

Recommendations Include:

The multi-craft unit in the project should be continued and assigned its own journeyman coach to allow for more flexibility in craft assignment of trainees.

The uses of counselling should be clarified for all staff members and trainees.

Further placement opportunities should be developed to assist those trainees who fail to meet the qualifications of their craft choice and those who decide not to enter or remain in construction.

The project should establish criteria and preliminary standards to govern its contemplated follow-up program.

The project's lines of authority should be clarified and responsibility fixed to remove uncertainties over reporting and authority.

A policy to deal with drug addicts in the program should be developed, and the staff should continue to receive education and training on the problem.

The role of the PROJECT BUILD Policy Board should be strengthened to assure a continued input from the Washington community.

The maintenance of the information retrieval system should be made a priority item, and responsibility for this function should be fixed.

I. Introduction

Introduction

PROJECT BUILD is a demonstration project funded by the Manpower Administration of the U.S. Department of Labor. The project's sponsor is the Greater Washington Central Labor Council, AFL-CIO, with the cooperation of the Washington Building and Construction Trades Council, AFL-CIO.

> *Objective:* The major objective of this project is to prepare under employed and disadvantaged inner city youths and young adults to qualify for and to perform effectively in apprenticeship programs of the building and construction trade unions in the Greater Washington, D. C. area.
>
> *Method:* The methods used to prepare the youths and young adults after recruitment and selection include orientation to the world of work, with emphasis on the craft unions and the construction industry; pre-apprenticeship training in eight participating crafts through workshop and on-site activity; and, lastly, individual remediation and counselling.

The initial contract was signed in February, 1968, between the Greater Washington Central Labor Council, AFL-CIO, and the U.S. Department of Labor for $416,000. The contract called for the selection of 160 inner city youths primarily from disadvantaged backgrounds and those unlikely to seek out apprenticeship and a skilled craft for their future work. These young men were to be assisted in qualifying for apprenticeship in one of the eight crafts participating in the project or others that were cooperating through the Washington Building and Construction Trades Council.

The trainees were to be given up to 24 weeks of pre-apprentice training in two cycles of 80 trainees each. During this time, they were to be oriented to the world of construction work, given skill familiarity training through class and on-site work experience, and remediation to assist them in passing required tests. Counselling services were to be available for those desiring it.

Another feature of the project was the use of nonprofit housing rehabilitation for the trainees' on-site work experience. Several nonprofit housing corporations agreed to the use of the trainees on their projects; however, most of the projects did not reach the work stage during this contract period.

The project concept is comprehensive in its attempt to qualify disadvantaged inner city youth for apprenticeship and the record shows the success of this approach. In addition, those trainees who, despite the project's best efforts, could not qualify for apprenticeship were guaranteed a job covered by collective bargaining contract of unions affiliated with the Greater Washington Central Labor Council, AFL-CIO, and by Local 74 of the Laborers' International Union.

It should be kept in mind while reading this report that the trainees brought their problems and "hangups" into the project with them. There was no attempt to reject recruits because of certain types of behavior or past antisocial activities. The primary test used for selection was: Did the trainee indicate an interest in this training program and did he appear able, with assistance, to complete the program successfully? This presented the project's staff and the trainees themselves with many unique hurdles to overcome in adjusting to each other and to the discipline required to work within the building and construction industry.

The period of this report and evaluation is from February 1, 1968 to March 31, 1969, the completion of the second cycle.

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Background

The District of Columbia and its metropolitan area in 1960 ranked eighth in size in the United States.[1] Unlike most areas, the major source of employment of the citizens of this region is government, with 38.6% of nonagricultural employees in this category. The second source is service and miscellaneous with 20.6%; and third, wholesale and retail with 19.4%. The fourth largest category is contract construction with 6.1% of nonagricultural employees.[2]

The vast majority of those employed in the nonresidential construction industry belong to one or another of the 18 building trades unions. The residential market is largely unorganized at present.

The District of Columbia is unique in several other respects. First, federal agencies have original jurisdiction over the District and its many activities. There is no federal-state relationship as has developed elsewhere. A second difference is that the Federal government is the major indirect employer of construction workers employed by private contractors who build the government buildings.

A third difference is the racial mix in the core city. According to the 1960 Census, the District of Columbia was the only city with over 100,000 population with black a majority (54.8%). In 1966, the black majority rose to 60%.

A fourth factor is tied in with the first; federal agencies having original jurisdiction over the District. Trade unionism in the District has had a long history of relationships to both the executive and legislative branches. One local, the Columbia Typographical Union Local 101 of the International Typographical Union, was formed in 1815 and has been in continuous existence since that time. It originally represented printers at the U.S. Government Printing Office and now has jurisdiction over the craft in the private sector as well.

These factors of long-established relations and direct dealing by agencies came together with the factor of a black majority. Ray Marshall and Vernon Briggs point out in their study, *Negro Participation in Apprenticeship Programs* that in 1960, 27.9% of the employment in the construction industry in the Washington Metropolitan area was Negro. The heaviest concentration was in the carpenters, laborers and trowel trades, but there were also black electricians and plumbers.[3] This was one of the best records in the country and yet, the labor movement felt more could be done.

In 1962, representatives of the U.S. Department of Labor, the Greater Washington Central Labor Council, AFL-CIO, and the Washington Building Trades Council, AFL-CIO, sat down to discuss ways and means to involve more inner city youth in the building trades apprentice program.

Out of the discussions came the decision to set up an Apprenticeship Information Center. The Washington Apprenticeship Information Center (AIC) was begun as a demonstration project in June, 1963. The AIC was located in the office of the U.S. Employment Service, and its first director was a well-known labor leader who was the product of an apprentice program and who was acceptable to civil rights leaders. The activities of the AIC in Washington, D. C., led to the establishment of a national program of apprenticeship information centers.

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[1] *Metropolitan Area Statistics.* Reprint from *Statistical Abstract of U.S.*, 1968. U.S. Department of Commerce, Washington, D. C., p. 888.

[2] *Ibid.*, p. 892.

[3] Marshall, F. Ray and Briggs, Vernon M., Jr., *Negro Participation in Apprenticeship.* Report of the Manpower Administration, U.S. Department of Labor, Washington, D. C., December, 1966, p. 268.

The Apprenticeship Information Center, from its beginning in 1963 to June 1965, placed 609 applicants of which 403 (or 66%) were blacks.[4] Thus, the AIC became the main source of information and channel into apprenticeship programs in the District. As a result of the AIC activity, building trades unions began referring all applicants to the Center where they were interviewed and given the General Aptitude Test Battery (GATB).

In 1966, the organization that was later to sponsor PROJECT BUILD signed a contract with the United Planning Organization, the District's community action agency, to provide for a labor-staffed job placement center in the inner city. This center was to recruit inner city residents for jobs under collective bargaining contracts. The concept of the center was enlarged with the addition of a U.S. Employment Service outreach program and a National Youth Corps placement program.

The D. C. labor movement had been actively involved in the mapower problems of the city and when the model cities legislation was passed by Congress, discussions were held on the ways in which labor could participate. The Model Cities Program required that residents of the model cities area be employed in the rebuilding process. The building trades were aware that although many of the locals had increased their minority membership substantially, additional inner city and model city residents would have to be trained.

Discussions were held with the U.S. Department of Labor on ways and means that model city and/or inner city youth without skill could best be trained to work on the rebuilding of Washington. The leadership of the civil rights organizations were contacted, brought into the discussions to help shape the program and asked for their cooperation in carrying it out. The efforts of the labor council had credibility in the eyes of the civil rights organizations because it had performed successfully on prior projects.

The project was to be carried out with representation and the cooperation of the concerned community and agencies. Included on PROJECT BUILD's Policy Board are not only prominent labor leaders but also civil rights representatives, contract construction employers and representatives of the school board, neighborhood agencies and the mayor's office. Cooperation and assistance was also forthcoming from the D. C. school system, the D.C. U.S. Employment Service office and nonprofit housing corporations.

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[4] *Ibid.*, p. 273.

Project Location

The contract for the project was signed on February 1, 1968, with the U.S. Department of Labor. The director began work on February 4, 1968, and the project began operation with temporary quarters in the office of Local 77 of the International Union of Operating Engineers, AFL-CIO. The search began immediately for suitable space, staff, and equipment.

After a period of searching for suitable space, one of the Policy Board members suggested a site that the Redevelopment Land Agency had at 1111 First Street, N.E., Washington, D. C. The RLA was in negotiations with Woodward and Lothrop, a major Washington department store, for the purchase of the building and an agreement was worked out between the RLA and Woodward and Lothrop that would permit PROJECT BUILD to use the building.

Final arrangements were made for the use of the building on March 15, 1968, and the project had its home. The building is located in Northeast Washington on the perimeter of the inner city and near major transportation lines.

The building is essentially a three-story warehouse that had to be put into shape with some offices, classrooms, and later, shops for pre-apprentice training. The trainees themselves were utilized to make renovations in the building's inner structure as part of their pre-skill training phase. The condition of the building, as it turned out, provided the journeymen coaches with needed opportunities for on-the-job training that were not available elsewhere.

The building has now been renovated to provide the staff with offices, classrooms, combination offices and shops for certain coaches, separate workshops and offices, a recreation room and lounge area for the trainees, extensive shops and working area for pre-apprentice skill training, apprentice training for the Operating Engineers, a staff lounge, and a reception area for new recruits and the many visitors. The surroundings are not plush, but adequate especially for a project that has been in operation for only one year.

II. Program Activity

Recruitment

Recruitment for the first cycle of the program had to be concentrated within a few weeks time and both individual contacts, and contacts with community groups were used to inform those likely to be interested.

The recruiter was one of the initial staff members hired, though the job title was later changed to manpower specialist. He communicates easily with recruits and trainees since he has experienced many of the same problems they are having. He was a school drop-out and had more than his share of trouble with the authorities; but subsequently passed his GED and finished two years of junior college. He did construction work for a few years, joined the Laborer's Union and later became a shop steward. The manpower specialist "has been there" and he is able to communicate and understand the trainees' problems, but is also very much aware of what it takes to reverse a losing situation.

The manpower specialist started the recruiting process by getting from the school system a list of school drop-outs of the last few years who had at least completed the 9th grade and were between the ages of 17 and 24 years. These contacts were reached either by a personal visit or by telephone. He often talked to the parents or left a message when these young men were not home. If he did not hear from them, he followed up with another telephone call or visit. He visited places in all parts of the city where potential recruits might be spending their time, such as pool halls and recreation centers. He talked to them about the project and asked them to visit.

On-going programs involved with hard core youth were contacted along with government agencies, such as the U.S. Employment Service and the Department of Vocational Rehabilitation. Their directors were informed about the project and they were invited to refer young men to the program for interviews. Another source was the inner city churches whose ministers were asked to cooperate with the project. A special letter was sent to them explaining the project, and in several churches, the letter was read to the congregations.

The media was also used, but no advertisements were placed. Newspaper publicity about the project was helpful in informing the community, and the coverage of the Cycle I graduation brought many requests for more information. The disc jockey on the D. C. "soul" station, WOL, talked about the project a number of times and Channel 26, an educational television station, discussed the project a few times on its program, "Jobs 26."

Trainees were asked how they had learned about the project, and Table I, on the following page, indicates their responses.

TABLE 1

Sources of Trainee Referrals to Project, Cycle I and Cycle II

Source	Cycle I	Cycle II
Media	13	12
Social agency	5	8
Friend or relative	10	33
Union	6	----
Church	3	----
USES	2	4
Other training programs	12	2
Community organizations	3	15
Other	4	4
Unknown	44	33

The major changes in the second cycle referrals come in two categories. Former trainees and others familiar with the project informed friends by word-of-mouth; and community organizations referred more young men after seeing the success of placement of the first cycle of trainees. It was not necessary to extend the concentrated individual contact of Cycle I recruitment into Cycle II.

In Cycle I, there were 245 applicants, and in Cycle II, there were 204 applicants. There have been more than twice the number of applicants as there have been openings and in a few cases, applicants who were not selected for Cycle I, reapplied for Cycle II.

The director of the project felt that one of his functions was to inform the Negro community about PROJECT BUILD. He spent a great deal of time attending meetings of various organizations concerned with the inner city and its problems. He accepted speaking assignments on a variety of programs, including radio and television interviews where he discussed PROJECT BUILD, its program of training, and its sponsorship by the unions in the Greater Washington area.

In the second cycle, the director began to take the president and vice-president of the project's student association with him to these meetings and often they spoke about the project.

The director feels that PROJECT BUILD contributed a great deal to the understanding of the inner city organizations about the building trades unions and apprenticeship. This understanding has helped the project to gain support and sources of recruits that it did not have initially.

The project received nation-wide television coverage when its activities were filmed as a part of the CBS special coverage for their evening news program. This CBS special covered the activities of the Urban Rehabilitation Corporation, a nonprofit housing corporation sponsored by the Roman Catholic Archdiocese of Washington, D. C., and its housing program for the inner city.

PROJECT BUILD trainees were working on Urban Rehabilitation Corporation homes on "K" Street for on-site training and CBS felt the project's new approach was sufficiently newsworthy to give the project national coverage.

Selection

The applicant's initial contact at the project is usually with the manpower specialist who discusses the program with him and makes an initial judgment of the applicant. All applicants are interviewed individually and evaluated by the interviewers. In Cycle I, the applicant met with one interviewer. However, in Cycle II, team interviews were used. The teams generally consisted of one staff member from remediation, one from counselling and a journeyman coach. It was felt that the team interview would provide for a more inclusive evaluation of the applicants.

The interviewers discuss the project with the applicant and elicit information about his education and work experience, his attitude toward construction work, working outdoors, the remediation work at the project, attending night school (related training classes) as an apprentice, his physical condition, and whether he can live on the training and apprentice wages. After the interview is completed, the interviewers rate the applicant and all evaluations are reviewed by a selection committee composed of the assistant director, the remediation director, the counselling director, and the manpower specialist. Selections are made by this committee but final selection is in the hands of the director. However, he has rarely overruled the committee's recommendations.

Initially, 80 applicants were selected for training in Cycle I, and 85 in Cycle II. The initial selection list for Cycle II was larger in recognition of early dropouts from the program. The manpower specialist maintains a reserve list of applicants whom he keeps in touch with so any vacancies can be filled almost immediately. However, the project becomes more selective as the cycle moves closer to completion. In Cycle I, no additional trainees were accepted one month before graduation. No cut-off date was set for Cycle II, but no new trainees entered the program in the last two months of the cycle.

The formal selection criteria were those stated in the project design:

- Males;
- Between the ages of 17½ and 23 years, with some upper age adjustments permitted for veterans and trainees for those apprentice programs having higher age limits;
- Person is not presently in school;
- Trainee comes from a disadvantaged background;
- Traditional criteria for entry into apprenticeship programs will not be used for entrance into this program; and,
- Youths should give some indication that they will benefit from the 24-week course, and that they may be able to function adequately as apprentices after completing the program.

Information on the trainees can be obtained in the subsequent section entitled "Trainee Profile."

Selection criteria beyond the formal criteria above become more nebulous and factors that cannot be quantified come into play. Such factors as formal and informal education, desire to enter the construction trades, and sufficient motivation to complete training and enter apprenticeship are considered and used by the interviewers in making judgments. Experience in judgment of people is a necessary ingredient in making selections and, fortunately, most of the staff have had this experience.

One additional factor considered by all staff members is that the applicant be physically fit for construction work. Each trainee was given a general physical by the D. C. Department of Health after his acceptance into the program. Construction work is hard and heavy, requiring a great deal of climbing, lifting, and working in close quarters.

Physical condition is an important consideration. After making selections for two cycles, there are still a few unresolved questions. There is the feeling among a number of staff people that the trainees should be at some minimum functional level before entering the program. The time available for remediation and work experience is limited and, therefore, applicants should be selected who will be able to take advantage of the remediation and work experience and be able to pass the necessary tests for entrance into apprenticeship. At this time it is not possible to say what the level should be, but perhaps with additional experience in the program, some measures can be devised. There are a few members of the staff who feel that the trainees should have completed the 10th grade as a minimum. On the other hand, the remediation unit does not feel that school grade completed is a reliable indicator of achievement.

Almost without exception, the staff feels that the motivation of the trainee is a key element in his successful completion, but also the most difficult to judge in the selection process.

Trainee Profile

The information on the trainees in terms of their age, education and employment history is not extensive, as explained in the section on data collection. However, the information available gives a limited picture of the project trainee and allows for some comparisons and evaluations. It is expected that more extensive data will be available in the second year of the project with a staff member assigned this responsibility.

Age of Trainees:

Youths who were recruited into the program were to be between the ages of 17½ and 24 years, although exceptions could be made based on veteran status and the upper age limit of particular apprenticeship programs. Some apprentice programs take men up to the age of 26 years and exceptions are made for the time veterans spent in the service.

It was the feeling of some staff members that the younger trainees were more likely to complete the program. They were more receptive to assistance and less likely to have major personal problems. Other staff members felt that the older recruit was likely to be more mature. He had tried to get a good job and knew he needed some training and assistance. The age distribution of all trainees and the graduates from both cycles were compiled and compared as follows:

TABLE 2

Age Distribution of All Trainees and Graduates, Cycle I and Cycle II

Age at Intake	Cycle I		Cycle II	
	All Trainees	Graduates	All Trainees	Graduates
17½	21	14	16	13
18	20	12	28	18
19	13	9	12	11
20	16	10	19	11
21	8	5	15	7
22	12	6	7	4
23	8	5	7	7
24	2	2	5	3
25	1	1	1	1
26	2	1	1	0
?	1	1	---	---
Total	102	66	111	75
Median	19	19	19	19

The median age of "all trainees" and "graduates" in both cycles remained at 19 years and the percentage of graduating trainees for each age group does not indicate that age was a significant factor in completing the program for these two groups of trainees. However, the number of trainees in each age group is quite small and no firm conclusions for future groups of trainees can be drawn.

In both cycles, the percentage of trainees who were married was similar; 20% in Cycle I, and 19% in Cycle II.

TABLE 3

Marital Status of Trainees, Cycle I and Cycle II

	Cycle I	Cycle II
Single	78	88
Married	20	21
Unknown	4	2
Total	102	111

Formal Education

The project sets no minimum or maximum levels of formal education for entrance into the program. The only statement on formal education is that the recruit not be currently in school. The formal education of the trainees ranged from completion of the 7th grade to some work beyond high school. The range is shown in the following table.

TABLE 4

Years of School Completed for All Trainees and Graduates, Cycle I and Cycle II

Yrs. of School Completed	Cycle I All Trainees	Cycle I Graduates	Cycle II All Trainees	Cycle II Graduates
7	----	----	1	1
8	3	2	10	6
9	21	16	15	11
10	27	20	28	18
11	26	12	25	19
12	21	13	21	12
GED	3	2	7	6
12+	----	----	3	2
?	1	1	----	----
Total	102	66	111	75
Median grade completed	10	10	11	11

Although the median grade for Cycle II is 11 years compared to 10 years for Cycle I, the years of schooling completed by the trainees for both cycles is quite close. There is no apparent relationship between school grade completed and completion of the program. School grade completed has not been a very reliable indicator within the program of the functional level of the trainees and various tests were used to determine the achievement level of the trainees for remediation purposes.

Of the 102 trainees in Cycle I, 81 had not completed their high school education; 87 had not graduated in Cycle II. Nearly 80% of the trainees in each cycle had dropped out of school for a number of reasons. They indicated their reasons as follows:

TABLE 5

Reasons Given by Trainees for Leaving School, Cycle I and Cycle II

Reasons	Cycle I	Cycle II
Illness	1	4
Support of self or family	6	46
Preferred work to school	2	8
Trouble with teachers or school authorities	6	14
Marriage	1	4
Committed to institution	1	3
Moved	1	---
Low grades	---	5
Other	1	8
Total	19	92
Graduates	21	24
Unknown	62	16
Total	102	130*

*Some trainees gave more than one response.

A high number of trainees in Cycle I gave no response to this question, but of those who did, the pattern has some similarity to Cycle II. By far the greatest number in Cycle II indicated that they had dropped out for financial reasons to support themselves or to assist their families. There are also several who dropped out because of trouble with their teachers or the school authorities.

Employment Histories

The project was designed to assist unemployed and underemployed youths ranging in age from 17½ to 23 years. Both the goal of the project and the age of the trainees would indicate casual employment histories for most of the trainees. The limited information available indicates that many of the trainees did have some work experience, but most of it was erratic and casual.

TABLE 6

Work Experience of Trainees, Cycle I and Cycle II

	Cycle I	Cycle II
No work experience	9	7
Less than one year	18	32
One to two years	9	33
More than two years	5	22
Unknown	61	17

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Comparisons between the work experience of the trainees in the first and second cycles cannot be made since more than half of the first cycle trainees fall into the "unknown" category.

It is also interesting to note that a number of trainees had participated in other training programs prior to entering PROJECT BUILD.

TABLE 7

Participation in Other Training Programs, Cycle I and Cycle II

	Cycle I	Cycle II
Job Corps	3	12
Neighborhood Youth Corps	1	6
Youth Opportunity Council	----	2
Pride	----	2
MDTA	1	1
United Planning Organization	1	1
Washington Concentrated Employment Program	----	1
Opportunities Industrialization Center	----	1
Custodial Training	1	1
Armed Services	----	1
Electrical apprentice	----	1
Total	7	29

The programs listed vary in training content and intensity, but the number of PROJECT BUILD trainees who have participated in other training programs indicate their search for an opening into the labor market.

A few trainees in each cycle had been referred by the work release program. They spent their days in training and their evenings incarcerated. There were four trainees on work release in Cycle I, and one in Cycle II. Conviction records numbered 20 in Cycle I, and 23 in Cycle II. Those on parole in Cycle I numbered 12, while seven were on parole in Cycle II. The project did not elicit information on the trainee's arrest record, other than convictions.

Orientation

The orientation period is the trainee's introduction to the project, the construction industry, the craft unions, and community services and organizations.

The planning of the orientation period is done by the remediation director with assistance from other staff members. In the first cycle, the orientation period was six weeks long, but was shortened to four weeks in the second cycle. It was the general feeling of the staff that the trainees become restless with sitting and listening for as long as six weeks; they were anxious to get on with craft work. A few staff members have also suggested that some of the discussions held during orientation should be left for a later time in the cycle after the trainees have had a chance to digest the information they get in their classes. They would then have a better background to understand some of the problems discussed.

There are three major areas of information covered in the orientation: the project; the world of construction work; and the community as it relates to the trainees.

The trainee is most interested in what is ahead of him at the project. The details of qualifying for apprenticeship in each of the participating crafts, and how the trainee will be assisted by the project is explained. What he can expect from the shop classes and the remediation classes, and what is expected of him, is covered by several staff members.

The knowledge that the trainee has about the work of each of the participating crafts is limited and some crafts are completely unfamiliar to him. To bridge this gap, each of the journeymen coaches explains the work and demonstrates the use of the hand tools of his craft. The coaches also take the trainees on field trips to various job sites where they explain the work being done and answer the questions of the trainees. The field trips give the trainees their first opportunity to see how the work of the several crafts is integrated at the construction site.

In the first cycle, field trips were conducted prior to the trainees making a craft selection. But in the second cycle, the field trips were made after craft selection. The procedure was changed to allow the trainees to concentrate on the work of the craft he had choosen. Some coaches feel that the field trips should be taken before the trainee selects his craft, as in Cycle I, so that the trainee has a better idea of the type of work involved in each of the crafts.

The construction industry and the world of work is approached from several angles. A representative of the Apprenticeship Council discussed the trends and outlook of the industry, and the preparation and training involved. What the employer expects of his employees and job discipline were discussed by representatives of the National Alliance of Businessmen and the Construction Contractors Council. The importance of safety on the job was emphasized by a representative of the U.S. Department of Labor.

The internal operation of craft unions and how they operate within the industry was discussed by a representative of the building trades council. An education specialist from the AFL-CIO discussed the history of trade unionsm and participation in the union. How unions operate and their function was discussed by a labor educator. The trainees receive more detailed information on the industry, and how unions operate, in their craft classes.

The first problem in reaching the trainee is breaking through the hostile barrier he has erected. Both the internal staff of the project and representatives of various public and private organizations cover a number of problems that the trainees have to cope with. The remediation unit spent some time in leading discussions on understanding one's self, motivation, interpersonal relations, and operating in a group. Different types of communication were discussed by a representative of the Washington Concentrated Employment Program.

In the second cycle, an apprentice who had graduated from the first cycle returned to talk to the trainees about his work and how the project had prepared him for apprenticeship. He was quite emphatic about the effort the trainees would have to make both during their time at the project and on the job.

Health, personal hygiene, grooming, nutrition and venereal disease were dealt with by the D. C. Department of Health. The problems of drug abuse were handled by a representative of a drug rehabilitation organization and police-community relations by a member of the police force. A number of representatives of various inner city organizations spoke to the trainees about the programs of their organizations.

In addition to giving information to the trainees, the D. C. Department of Health gives each of the trainees a medical examination at the project during the orientation period.

No tests were administered during the orientation period in Cycle I, but the Stanford Achievement Test was administered early in the Cycle II orientation period to allow the remediation department more planning time. This practice was to be continued in the second year with the addition of the GATB. The remediation department feels that evaluation should be completed early so that weaknesses of the trainees can be spotlighted and remediation work begun on a realistic individual basis.

The structure and content of the orientation period is still in a state of flux, with a number of changes contemplated for the third cycle. Although the opinions of the staff members vary on the length of the orientation period, all see it as an important phase of the program. There are a number of differences on what content should be, but the flexibility of the orientation period should allow for continued changes as they are found necessary.

Remediation

The remediation unit is responsible for assisting the trainees in reaching at least the 10th grade level, passing the GED, where this is necessary, and the GATB. The task is not an easy one and it is complicated by the wide range in the achievement levels of entering trainees who have completed from the 8th to the 12th grades, and generally hold a hostile attitude toward school and school work.

The qualifications which each of the trainees will need by the end of the cycle vary with the craft he has selected. The mechanical crafts, sheet metal work, electrical, plumbing and operating engineers, require their apprentices to be high school graduates or the equivalent (a high school equivalency diploma) which requires passage of the General Educational Development Test (GED). The other crafts represented at the project require a 10th grade education and all crafts require their apprentices to pass the GATB with at least the minimum score for that craft.

During the first cycle, in addition to getting a new program off the ground, and devising teaching methods and materials, the teaching staff had to deal with a high student-teacher ratio. To cope with this ratio, programmed instructional materials developed by the Job Corps were used. The trainees needed instruction in verbal and numerical skills, and these were the areas of concentration.

Additional classroom help was obtained when student internes from Wilberforce College assisted at the project during the summer of 1968. There were two to three internes at any one time and they were able to do some tutoring and generally give additional help to the trainees.

Trainees were evaluated by being given the Stanford Achievement Test (SAT). Their SAT scores, their school grade completed and evaluative testing that was devised by the staff, were used to determine the starting level of the trainee.

Trainees needing remediation work for the GED were grouped into areas of instruction, and were coached using the programmed material developed by the Job Corps. The trainees were pretested using the high school equivalency workbook. Several trainees whose craft did not require it, took the GED. The project paid the $5.00 fee only for those who required the GED.

In remediating for the GATB, drills were held in manual and spatial problems, as well as work on the numerical and verbal skills. Materials developed by the Job Corps were used in this remediation work also.

If a trainee needed additional work beyond his class work, he was referred to Project Call, an adult education program which uses only programmed materials and which the student can attend at any time. About five or six trainees made use of Project Call during the first cycle.

The remediation section also certified a trainee's attaining the 10th grade level in the first cycle, and certified the 9th, 10th, and 11th grade levels in the second cycle. Authorization for certifying the trainee's grade level achievement was given by the D. C. school system.

Classes were held in the afternoon during Cycle I, but because of the feeling that the trainees could learn more easily in the morning, remediation classes were scheduled for the morning hours during the second cycle. Classes became smaller with the addition of one teacher, and the director assumed teaching duties also.

There was a complete staff change-over early in the second cycle which left the remediation work in a state of flux. However, the situation had stabilized by mid-cycle.

Materials were also changed during the second cycle. Workbooks which allowed each trainee to work on his weakest areas, were instituted and the use of the Job Corps material was discontinued.

At the beginning of the second cycle, the trainees were grouped together according to their several achievement levels in each subject. But, about half-way through the cycle, the remediation staff decided to eliminate the homogeneous grouping. It was also the trainees' feelings that the homogeneous groupings eliminated competition and decreased the interest among the students. The remediation director also felt that the instructors might consciously or unconsciously prejudge a group of students. Classes were changed to include students at various achievement levels in each of the subjects.

The use of trainees as tutors was also instituted and the brighter students were used to tutor those having trouble. The use of the trainees as tutors is left to the discretion of the classroom instructor and in some limited situations, it has been successful. Some subjects are more amenable to the use of tutors, such as mathematics, where the tutor would reinforce his own knowledge. The use of tutors in reading comprehension, on the other hand, might slow the development of the tutor. The extent of the use of the trainees as tutors is also determined by the individual instructor's attitude toward it, some viewing it more favorably than others.

The basic tool used for evaluating the trainee's achievement level were tests geared to the teaching materials used in each of the subject areas, mathematics, reading comprehension, grammar and spelling. SAT scores were used only to indicate areas of strength and weakness.

In the second year it is planned that all trainees will take the SAT, GATB, and remediation placement tests during their first month in the program. This will allow remediation to have more time for planning and to have a more thorough evaluation of each trainee. Remediation has found that the school grade level completed by the trainee is a poor indicator of his functional level.

Since achievement level is also a factor in the craft choice of the trainee, evaluation is also important in giving the remediation staff an indication of which craft choices are possible for a particular traineee. For instance, the remediation director indicates that a trainee who achieves the 6th grade level on the SAT can pass the GED after 240 hours of remediation, if he is sufficiently motivated.

All trainees receive remediation for the GATB and the goal is the minimum score required by the individual trainee's craft choice on a particular section of the GATB. About thirty hours of one hour per day is spent on manual and spatial drills. These test orientation classes are conducted by a member of the counselling staff. In the other subject areas of the GATB, remediation is done within the regular classes. Reading comprehension, grammar and spelling remediation are generally geared to the GATB and the GED.

The trainee's progress is checked within each subject area at least once or twice a week. Work is done on an individual basis and the trainees are also tested individually.

All trainees were encouraged to take the GED, and even though instructors might feel that a particular trainee would not be able to pass the GED, no one was stopped from taking it. Remediation for, and the passage of, the GED is most difficult and is a major hurdle for some trainees.

The decisive checks on the trainees' progress are their scores on the GATB and the GED tests. Table 8 indicates the results of the GED test for Cycles I and II.

TABLE 8

GED Test Results, Cycle I and Cycle II

	Cycle I	Cycle II
Number of trainees eligible to take the GED (Total trainees less high school graduates and those who passed the GED prior to becoming trainees.)	78	82
Number of trainees who took the GED	18	41
Number who passed	8	14
Number who failed	6	27
Results unknown	4	----

In addition, 14 of the 27 trainees who did not pass in Cycle II, passed each of the five areas of the GED with the required minimum score of 35, but did not pass with the 45 average required by the District of Columbia. The remediation director feels that those who came so close to passage are likely to take the GED again at a later time.

In Cycle I, 42% of those who took the test are known to have passed it, and in Cycle II, 34% passed. The lower percentage of those who passed in Cycle II can be accounted for by the increased number of trainees taking the test, increasing the number of those less likely to pass. Adding the high school equivalency diploma to his education record is certainly a plus for the trainee. Within the limits of the time available for remediation work and the achievement level of the trainees on entering the program, the remediation instructors feel the progress to be gratifying.

Passage of the GATB is important to every trainee to enter apprenticeship and a good deal of emphasis is placed on passing the test. During the second cycle, the trainees were pretested about midway in the cycle to determine their strengths and weaknesses, and then tested toward the end of the cycle for the record. The trainee is retested on those sections of the GATB which he did not pass initially and some trainees have taken parts of the test over three or more times. The test results on Table 9 were the latest results available at the end of Cycle II.

TABLE 9

GATB Test Results, Cycle I and Cycle II

	Cycle I	Cycle II
Number of trainees who took GATB	66	76
Number passing for their craft	44	55
Number failing for their craft	22	21

In Cycle I, 67% of those taking the GATB passed for their craft, while 73% passed in Cycle II. The increase in the percentage of trainees passing the GATB in Cycle II over Cycle I is encouraging. The methods and approaches to GATB remediation and test orientation appear to be paying off.

In almost all instances where the trainees have passed the GATB and the GED, where necessary, they were placed in apprenticeship programs. Trainees who did not pass their tests by the end of the cycle are able to take these tests again at a later time to qualify for apprenticeship, as some have done.

The remediation staff feels that the most important trainee problem they have to deal with is that of motivation and each attempts to get to know his students as well as possible, since each will be reached in a different way. All of the instructors feel they were able to relate to the trainees. However, those instructors who are only part-time at the project do not have sufficient time to talk to the trainees individually. The director is hopeful of having all instructors on a full-time basis in the future.

Other problems, such as attendance, discipline and narcotics are common to the project as a whole and are dealt with by consultation with a counsellor and/or the journeyman coach.

The goals of remediation are still in a state of flux among the remediation staff. Some staff members see remediation as teaching the trainees the minimum skills he will need to function in the job market while there are others who feel remediation should teach the maximum possible to the trainee. Some instructors see remediation at the project as coaching and drilling for the GATB and GED; others see the general goal as helping the trainee reach his highest functional level within the time allotted.

Pre-Skill Training

Skill Selection:

The majority of PROJECT BUILD's trainees had no prior experience in or knowledge of the building and construction industry, nor of most of the trades that compose it. However, there was a sizable minority who had some vocational school experience. This presented the project with the task of placing the trainees in the various craft units for pre-skill training.

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The original proposal called for the trainees to have experience in each of the crafts in the program, and then to specialize about half-way through the cycle. This was not done for several reasons.

The rotating system would not allow a trainee sufficient time in one craft to gain familiarity that would be of any value to him. The trainees' desires to specialize, trainee qualifications, and the need of the trainees to relate to one particular person, especially on job matters, convinced the project to abandon the original design. Early craft selection permitted the trainee to gain a substantial familiarity with one trade and begin to look at the building trades industry and apprenticeship from the viewpoint of a single craft, with the help of a journeyman of that craft.

The project elected to try two approaches to this problem. During the first cycle, the project staff selected the trainee's craft at the end of the orientation session, based in large measure on matching trainee qualifications against the requirements of the craft. The mechanical trades (electrical, plumbing, and sheet metal work) all require a high school diploma or its equivalent. Trainees without this qualification or work completed to the 11th grade would not be assigned to these crafts. Those without a high school or equivalency diploma were permitted to enter if their last grade completed and/or test scores indicated that with remediation they could probably pass the General Educational Development Test and be awarded a high school equivalency certificate. The other crafts do not require a high school diploma, but do require that apprentices have a 10th grade education.

Consideration was given to the trainees' choices, and they were permitted to change after assignment. Also, the assignments were made at the end of the orientation session after the trainees had been exposed to the work of all the crafts participating in the project.

During the second cycle of the project, the selection process was modified to give the trainee's choice much more weight and selections were made early in the orientation session rather than at the end. The director indicated that this was in response to demands made by the trainees. The project adopted more the role of guidance counsellor than that of a somewhat arbitrary personnel officer.

It should be pointed out that there is a good deal of justification for the project's having a strong voice in assisting the trainee to select his craft group. The mere selection of the craft group is no real guarantee of success for the trainee. In fact, a trainee left to his own devices might deprive himself of entrance into an apprentice program. The trainees came to the project with some knowledge of three crafts (carpentry, painting and electricity) and, in some cases, never heard of the others. Without guidance, they would choose from only those crafts of which they were aware.

The yardstick of the project's success is that the trainee be accepted into a craft's apprentice program. Each trainee has at least four hurdles to overcome to accomplish this. We noted the first hurdle earlier, the educational requirement. The second is achieving a certain minimum score on the GATB which is administered by the U.S. Employment Service. It should be noted that each craft has its own minimum score for the various sections of the test.

The third factor is the apprenticeship openings that each craft group will have. There are differences among the crafts in the apprentice selection procedures, and the number to be admitted each year. The project's director and assistant director tried to keep abreast of this information so that the size of the craft group was realistic in terms of projected apprentice openings.

Lastly, the trainee's view of his future in one or another of the crafts was certainly a major consideration. However, his view had to be tempered by the preceding three factors. If he had the educational qualifications, could pass the GATB for the craft, and there were no unusual entry problems, then the trainee's choice would be given a great deal of weight.

It might be added at this point that the journeymen coaches would, to a man, assist the trainee in getting his choice. In fact, some felt so strongly about craft choice that they thought the trainee should be permitted to drop out after orientation if he could not have his choice and be given his craft preference in the next cycle.

The eight participating crafts absorbed nearly all of the trainees into their craft groups, but provisions were made for those who wanted to select a craft that was not a direct participant in the program, or who wanted to wait before making a final selection. These trainees went into the multi-craft unit which was somewhat different from the other groups. Most of this craft group already had high school diplomas; they did not have a journeyman coach assigned to them; and their interest might well have been among those crafts which were outside of the project's scope.

During the first cycle, the trainees who completed the program as part of the multi-craft group went into the Operating Engineers' apprentice program.

The project staff felt that multi-craft training under the present arrangement left a lot to be desired. They did not write the multi-craft unit off, but did not see much room for improvement unless a journeyman coach could be assigned to this unit, which the project budget did not permit. The trainees in the multi-craft unit spent about two weeks with each of the craft groups. They had exposure to each of the crafts, but nothing systematic, particularly not having a single instructor to whom they could relate.

The craft selection process has not reached its final form; it is still evolving. It may be concluded that the craft selection process by the trainees improved during the second cycle, especially where the project became less arbitrary and tried to give more weight to the trainees' views.

There are some staff members who feel the trainee is choosing his craft too soon; that craft selection should not be made quite as early in orientation as it was during the second cycle. They feel more exposure to the various crafts would be helpful to the trainees in making their selection.

The issue of the trainee selecting his craft after having had exposure to all of the crafts in the project is not resolved and hinges on three other factors. The first is the more or less open entrance policy the project has used for original entry. The project would have to tighten up on its entry procedures, especially those that involve educational attainment. It might also develop pretesting for the GATB and set an entry range based on some minimum achievement. The last factor is one of time. There might be a need to extend the program by a number of weeks to permit the trainee to have a better chance at job familiarity and on-the-job experience. However, the new, well-equipped shops might serve the purpose of giving the trainees more multi-craft experience in subsequent cycles.

At the present time, little is known about the time required for remediation in this project. If the project were to set standards that could be tested, altered, and retested, less subjective selection criteria could be devised. The present open entry system does not permit this to be done. It is impossible to determine whether the present system of open entry is actually helping more youths to achieve job opportunities or is depriving others from entry who might well succeed. The present open entry standards are subjective beyond the criteria of age and employment status noted in the proposal. For example, grade level completed of those selected has a range of 7th grade to post high school as noted in Table 4. Why not permit those with a 6th grade education to enter?

Certain of the project's staff, notably the black journeymen coaches, indicated they felt the project was more prone to accepting the "fast talking dudes who knew their way around" and who could make a better initial impression. They felt the slower talkers, less "worldly wise" and perhaps less well dressed did not make as favorable an impression. They seemed to have sensed a middle class bias operating in selection. Whether this was true or not remains unsubstantiated without operative entry standards.

Changes in selection criteria and pretesting would mean more homogeneous groups on original entry. It would also reduce the range for remediation to work within and perhaps improve their effectiveness. It should reduce the number of trainees graduating from the program who could not be placed, due to failure to meet the educational requirements or to pass the GATB.

At the present time, the project works on qualifying the trainee for the craft of his choice. If he fails the entrance requirements, his option is entering the Laborers' Local if he wishes to stay in unionized construction. It is possible that a system of first and second choices would allow an additional option. If the trainee fails to qualify for his first choice, the project could then try to match his test scores and educational achievement with another craft, permitting the trainee a second chance at a skilled trade or going to the Laborers' Local. This might permit a higher number of placements into apprentice programs.

Pre-Apprentice Skill Familiarity Training:

The pre-apprentice skill familiarity training program was developed individually by the journeyman coach of each of the eight crafts represented at the project. The trainees received the pre-apprentice training along with remediation after they completed the orientation phase of the program.

During the first cycle, the journeymen coaches had the trainees in the morning and remediation had them in the afternoon. This was reversed in the second cycle.

The journeymen coaches had the responsibility for developing their own program with assistance from the project's assistant director. The assistant director was himself a journeyman, and for a short period, he was a journeyman coach in the first cycle. The interviews with the journeymen coaches on their methods of program development indicated that there were a few conversations on program development with the assistant director.

The following discussion on the training plan development will include only seven of the eight coaches as the plasterer's first coach died during the second cycle. The replacement coach, however, did fill in information where he had knowledge or from the first coach's available records.

The development of the training plan for pre-apprentice skill familiarity had five rough divisions that developed out of the necessities of the situation. They are the formulation of the initial training design, the acquisition of equipment and educational material for instructors and trainees, off-site training, on-site training, and workshop training in lieu of on-site training.

In formulating the initial training design, six of the seven journeymen coaches immediately turned to their local unions and to the apprentice committees for help. The seventh developed his own training program based on varied personal experience, and especially, his recent experience in putting together a similar plan for his craft in a government financed program.

Six of the seven coaches looked beyond their local unions for assistance; three utilized the resources of the apprentice departments of their international unions; five went to their industry associations; and two went directly to manufacturers and suppliers for information and training aids.

All seven coaches acquired instructor and trainee manuals for their classes. The instructors used outside materials extensively, and in two cases, developed an extensive trainee manual of their own due to the lack of materials in the field. Three utilized training films of their crafts, and others tried to obtain them and either were unable to obtain them or they were not in existence.

In addition, there was some use of tests by the journeymen coaches to check the progress of both the trainees and themselves. These were used extensively in only one craft, but other coaches are considering using this method in the third cycle.

The third component, off-site workshop training, was a combination of familiarization with the craft, including the tools and their uses, theory, on-site inspections, demonstrations by trainees, information on the construction industry, the union of their craft, some fundamentals of estimating, safety, mathematics of the trade, and the use of the ruler. There were other specifics in individual crafts, but the above topics were taken up to a greater or lesser degree in all crafts.

One fundamental tool that the trainees were almost completely unfamiliar with was the ruler. The journeymen coaches used a number of methods to explain the use of the ruler, such as special charts, extensive measuring of materials, use of money, lecturing, and special materials for notebooks.

The success of the off-site work shops seemed directly tied to the amount of on-site training that could be supplied to the trainees. There were more sites available during the first cycle than the second, and this caused a great many problems for the coaches and for the project. The entire problem of site location, placing trainees on work sites, and compensating for the lack of job sites became one of the major sources of problems for the director, assistant director and the coaches themselves. The topic is taken up separately, but the lack of job sites cut the second training cycle's effectiveness, caused discontent among the trainees at the lack of "real work to do with their hands," and put an extra burden on the coaches in two ways. First, they went out to seek job sites; and secondly, they sought a substitute at the project for the lack of on-site work. On-site work will be covered in detail in the subsequent section.

The last component was shop training in lieu of on-site training. Early in the first cycle, each journeyman began to acquire tools and devices used in their trade. These were placed in a work shop or special instructional area in the project building. These shops were to be used in some cases as offices as well as classrooms for the trainees and the equipment would be used for initial instruction and to supplement on-site training.

The coaches soon found that there was going to be a problem in having sufficient training sites during the first cycle. What sites were available did not call for the services by each craft, or there were other problems such as the work of a craft being performed by non-union labor, or the union rules did not permit pre-apprentices on the job, as in the case of sheet metal workers.

In order to overcome the deficiencies, the coaches went in two directions. The first was to their local union to see what their officers could do to assist them, and then to contractors in the attempt to acquire job sites. The second was to build up their shops or work areas so that some construction could actually be performed within the project.

As the problem became more acute and the problem of acquiring job sites seemed worse for the future, the project's director and staff shifted to a new approach. This was two-fold. The first attack on the problem was to find alternates to on-site work by acquiring the use of existing facilities for training. For instance, the District of Columbia school system permitted the shops in the Bell Vocational High School to be used during the summer months. The second was the building of the internal shops within PROJECT BUILD itself. There were almost no funds in the initial project grant for this purpose. Therefore, the funds for shop equipment had to come from outside the project or from government surplus.

The coaches approached their unions and their contractors for assistance and the project itself readied work space. The brick mason coach acquired used brick, sand, and mortar, and gave the trainees actual experience in the use of their tools. However, the 300 bricks acquired were not sufficient for this type of training when some 10,000 were needed.

The project's director began an intensive search to acquire government surplus equipment and his search proved highly successful. Equipment was acquired during the first and second cycles to equip a basic sheet metal shop, a carpenter's shop, and somewhat less for the electrical shop. Equipment was also obtained for most other crafts, although not always the basic pieces needed. This process of equipment acquisition is still continuing into the second year.

Local 77, International Union of Operating Engineers, AFL-CIO, moved its apprentice training shop into the PROJECT BUILD shop area which helped to add to the realism of what the project trainees were going through. The Operating Engineers, although not one of the crafts directly participating, did take three PROJECT BUILD graduates into their apprentice program during the first cycle and took two additional graduates from the second cycle.

It should be pointed out that despite the efforts of the project's staff to put together basic workshop and work areas for the crafts, there is no feeling that they are an adequate substitute for job-site training. They are considered to be 100% better than not having any place for the trainees to use the equipment and the actual tools. The coaches feel that the shops with the tools, equipment, and materials will help to strengthen their instructional programs, and give the trainees experience that could not adequately be given at PROJECT BUILD even if adequate on-site facilities were available.

Both the on-site training and the lack of on-site training caused a peripheral problem, primarily for the journeymen coaches. There was no adequate transportation available for the project's use. The initial contract had not called for vehicles to be used by the project, nor had it provided a system of reimbursement that was adequate. The coaches faced a double problem. They did not have vehicles large enough to take trainees to the sites when they used their own cars. Most coaches had more trainees than they could legally fit into their personal automobiles without crowding. The trainees could not use their own cars, as there was the problem of reimbursement, and the fact that many trainees lacked a driver's license.

All of the coaches felt the project should assist the trainees to acquire a driver's license, but three felt it should be done in such a way as not to interfere greatly with the present program. Many of the coaches developed their own program to assist the trainees, including getting copies of the rules, setting up sessions to see if they were prepared to take the written tests, giving them time off to take the tests, and in some cases, providing their own car.

The project staff is now considering ways to obtain vehicles for the next year of the project that will permit the coaches to take their entire class to the construction sites.

On-Site Training

The on-site training activity of the project was perhaps its most important activity from the point of view of its impact on the trainees. All that the trainee had heard in orientation, experienced in training, or observed in tours of job sites became a reality on the job.

The concept of on-site work experience for the trainees is essentially the same as the on-the-job training for the apprentices, in a limited form. It was to familiarize the trainee with the construction industry and its intricacies, with the "job" he would do, the discipline of the industry, the journeymen of his trade, and the relationships among the trades. The trainee could begin to fit himself into what was essentially an unfamiliar world. He would become part of this world by actually performing some work in his trade under the guidance of a qualified journeyman or his own journeyman coach.

If the trainee were merely to observe, he could not feel as much a part of the occupation as he would by performing certain tasks of his craft and by having to subject himself to the discipline of the work place. The trainee went back to the project to exchange experiences with the trainees in his own craft and other crafts, and his journeyman coach.

It was hoped that the on-site training would also have the effect of giving the trainee a greater appreciation of his own educational deficiencies so that he would be more highly motivated in his remediation classes.

The journeymen coaches felt that on-site training eased the disciplinary problems in class and helped alleviate the problems of absenteeism and tardiness. Without the on-site training, PROJECT BUILD became another classroom situation against which many of the trainees had previously rebelled. The actual work on the job site gave the trainee a focus that tied his past experience, the project's orientation, remediation, and pre-apprentice skill training to the job and, what was more important, the trainee could begin to see the future ahead.

The project experienced its first major obstacle when it began to look for job sites to place the trainees. The original proposal called for the trainees to work primarily on housing rehabilitation. There was, however, only one major project ready and that was the Urban Rehabilitation Corporation project on "K" Street. The Urban Rehabilitation Corporation and PROJECT BUILD agreed to cooperate, but all of the initial problems did not prove amenable to solution and all eight crafts did not have the opportunity to work on this project. This was due to several factors involving both the unions and the contractors that is discussed later.

A second major construction site that was not originally contemplated gave the project's staff and trainees on-site training. This was the work of building Resurrection City during the Poor People's Campaign in Washington, D. C. This too is covered later in more detail.

Before going on, it might prove beneficial to place the work site problem of the project into the context of the low and moderate income housing activity in the area. PROJECT BUILD was, in part, an anticipatory project to model cities and housing rehabilitation work that was contemplated in urban renewal areas. Negotiations and arrangements had been made with several organizations in the Washington area that were interested in cooperating with the project in their housing rehabilitation or construction work. However, most of the rehabilitation work that was contemplated by these organizations was not ready during the first year of this project. Most of the housing rehabilitation work is to take place in urban renewal areas and renewal plans have to be approved by the Redevelopment Land Agency, the National Capital Planning Commission, and the District of Columbia City Council. Most of the rehabilitation work that the project would be involved in is the Shaw Urban Renewal Area and the plans for this area were not approved until shortly before the end of the project's first year. Several projects were pending when PROJECT BUILD began operations, but only one major project was underway before the second cycle of the project was completed, the Clifton Terrace Apartments, which is not located in an urban renewal area.

The major site used by the project's trainees in the first cycle was a housing rehabilitation project of the Urban Rehabilitation Corporation (URC), a nonprofit corporation sponsored by the Washington Archdiocese of the Roman Catholic Church. Nine homes were purchased by the URC, rehabilitated and sold to low-income families under a low-down-payment, low-interest rate Federal Housing Administration program.

The contractor on this work was Edrow Engineering, a firm that agreed to use PROJECT BUILD trainees where possible. Edrow had previously worked with the Washington Area Contractors' Association (WACA), an association of small black contractors, being assisted by Howard University faculty in obtaining or improving their management skills. Edrow subcontracted most of the rehabilitation work to WACA members and helped them to obtain bonding. They agreed to sign union contracts and pay union wages to their journeymen who joined their respective unions. This process helped qualified blacks with journeymen skills to enter building trade unions through lateral entry.

The URC and Edrow Engineering had agreed with the Central Labor Council to take PROJECT BUILD trainees in the ratio of four trainees to one journeyman. All crafts at PROJECT BUILD could not be used and it did not work out for all that attempted to work there.

During the first cycle, trainees from the painting, electrical, plumbing and carpentry crafts were used, but during the second cycle, only plumbing trainees were used.

Three events occurred that decreased the potential use of project trainees during the first cycle. The first of these was an agreement the project made with the Laborers' Local Union that the trainees would not perform work that was within the Laborers' jurisdiction. The project trainees, being unskilled, could perform certain tasks that the Laborers' would normally perform, and the Laborers' Local Union felt this agreement was necessary to protect their members' proprietary rights on all jobs that PROJECT BUILD trainees would train at in the future. It should be noted that the Laborers' Local has a predominantly black membership, with many members living in the inner city and in the model city and urban renewal areas. The agreement had the effect of stopping the contractor from giving the trainees any work that would normally be performed by the Laborers. If the trainee was to perform unskilled work, it would of necessity have to be part of his craft's work.

The second problem involved one craft, the Carpenters. The trainees of this craft refused to do some work which the journeymen requested them to do, and the journeymen refused to work with them again. This incident occurred because of a misunderstanding on the part of the trainees as to what they should, or should not do, at a site, but an incident of this type tempts foremen or contractors to avoid trouble by refusing to permit the trainees to work with their journeymen.

The journeyman who is paid to work cannot assist the trainees to understand the job unless it cuts into his productivity seriously, especially with the required 4-to-1 ratio. A secondary problem is that of working space. In many instances, the journeyman works in very small or narrow places, on ladders, *etc.*, that will not permit four trainees to even observe clearly.

The experience that the Urban Rehabilitation Corporation and the contractors gained in working with the trainees caused them to modify their original judgment that PROJECT BUILD's trainees would be an asset on the job. They feel that having them on the job with the 4-1 ratio was an additional cost because of the time lost by the journeymen.

It is felt the trainees would be an asset if other conditions were possible. Three alternatives have been suggested:

1. Let the trainee do any work for the mechanic, *i.e.*, clean up, fetch, haul, *etc.* The project does not permit this due to an agreement with the Laborers' Local Union.
2. Have a full-time instructor on the job. Then, the 4-to-1 ratio is sensible.
3. Cut the ratio from the present 4-to-1 to the ratio of 1-to-1.

When the job sites did not materialize, a substantial problem for the director and the staff of the project was created. This considerably upset existing plans and required immediate reaction on the part of the project. As indicated in the section on shop training, in lieu of on-site training, the project's major response was to build and equip a system of shops within the project. These were not contemplated in the original project outline and only vaguely contemplated by the project's staff for the first year.

Questions that were asked of the journeymen coaches on the site locations for the first and second cycles turned up some interesting information. Almost all crafts reported having less on-site work during the second cycle than the first. Certain of them were able to compensate partially by the use of the shops that were set up at the project during the second cycle. No comparison between the cycles by hours, and number of trainees for each craft is possible as these figures were not accurately kept in all cases.

The coaches themselves went out and found sites for the trainees. They were able to utilize their local unions in many cases and in others they went to contractors that they had dealt with previously. The sites that were produced by the project director and the coaches included work in private homes where only one or two of the crafts would be utilized, a church in Maryland where three crafts worked, and work on the National Training School site. It should also be noted that the trainees worked in areas well outside the inner city, into Virginia and Maryland. The traveling added some realism to their work, since as apprentices, they would travel throughout the area, from job to job.

Seven of the eight coaches reported that they had to use their sources to find sites for their trainees. Two coaches reported that there were not sufficient sites for their trainees during the first cycle, while four reported a serious lack of work sites during the second cycle. The problem grew more serious during the second cycle. This lack of sites affected trainee discipline and dislocated staff activity.

The lack of sites had the positive effect of pushing the project into developing well-equipped shops of its own which will be of long-term value. The project will be in a better position to train its enrollees, to demonstrate the use of the tools and to give the trainees a feeling of accomplishment by actually performing work.

One major work site materialized during the first cycle which gave the project and the labor movement the opportunity to provide a service that has not been discussed in detail: a unique work site developed well outside the model cities and urban renewal areas. It was Resurrection City and the major "contractor" for Resurrection City was PROJECT BUILD.

The Southern Christian Leadership Conference contacted the Greater Washington Central Labor Council, AFL-CIO, for assistance in constructing Resurrection City. The President of the Council contacted the chairman of the project's Policy Board, who is also executive secretary of the Washington Building and Construction Trades Council, AFL-CIO, about the possibility of PROJECT BUILD assisting at Resurrection City. They then called the project director, and all three agreed to the use of the project's trainees, and worked out the program of involvement.

The project was responsibile for the construction of 104 of the A-frame houses, building of warehouses, running of the electric lines, and much of the plumbing. The project's trainees and staff (including remediation, bookkeeper and director) spent about two days a week at Resurrection City for a period of two months. The director of the project feels that without the project's help and the support of the labor movement in constructing the housing, lighting, and plumbing facilities, there would have been even more serious problems at the Resurrection City site than those that did develop.

Resurrection City gave a boost to the morale of the first cycle trainees and built an *esprit de corps* that could not be duplicated during the second cycle. The trainees, the project's staff, and the labor movement in Washington felt a great satisfaction in the project's constructive role in building Resurrection City.

One last factor of on-site training was the effect on the building trades unions. It should be noted that almost all construction that receives federal funds is covered by provisions of the *Davis-Bacon Act*. Prevailing rates have to be paid for all work done on a job receiving federal aid. Normally, this means that the established journeymen's rates will be paid to all who work on the job, with the exception of apprentices who are permitted to work for less under the Act. The journeymen rates might have been construed to apply to PROJECT BUILD trainees as they did not come under the apprentice classification. This situation was avoided by legal interpretation of the trainees' status by the Solicitor of the U.S. Department of Labor.

With this problem out of the way, there were two others that arose that caused the project some difficulty. Each local union of building tradesmen has the right to determine whether or not its members will work on a job if there is some doubt of its being union. Normally, there seem to be two rules that govern this judgment. The first is whether there is a fair contractor for their craft on the job; and secondly, whether the job is covered by a building trades council contract. In some situations, where the work was not union, the project would have been able to place certain craft trainees, but the union said "no." The project could not use these sites or assign trainees.

A second situation which provoked vigorous discussion among the members of the building trades council was the status of trainees on the jobs. Many unions were quite specific in their handling of this matter. Some felt that the *Davis-Bacon* provisions were sufficient. Others felt the trainees were less than workmen or apprentices, and temporary, so they could be permitted on the job site. Still others had their own constitutions and by-laws to contend with which spell out who can work on their jobs. This latter group had rules that specified only journeymen members or apprentices. Others argued that their rules said the same thing, but they could issue permits. Permits to work on a job were given by the local unions under special circumstances. Many of the locals felt that their rules were not violated by the issuance of permits. In fact, they felt that temporary permits made their rules more workable and permitted men to work in justifiable circumstances in violation of the general rules. The strict constructionists felt that the project's trainees might be given permits if worse came to worse, *i.e.*, if their right to be on the job was challenged.

It should be noted here that this project caused many of the locals to examine their own rules realistically and in the case cited above, to have a major discussion at the building trades council level. This issue has not been entirely resolved as of this writing and will arise again in different forms. The important point is that construction unions, noted for their legalistic approach to their internal affairs, discussed the problem openly and attempted to find a workable solution within their own structure and laws.

In conclusion, the results of the on-site training phase of this project during its first year are not clear cut. The lack of sufficient sites left some problems unresolved which may be resolved in the second year and caused time to be spent outside the project that was needed for internal administration. In the long run, the project may have been strengthened by the lack of sites, equipping itself internally to provide alternate training, as was indicated previously. Although the workshops are not an adequate substitute for on-site training, the will be very useful in strengthening the instructional programs.

It also gave the staff some experience in seeing the trainees' problems and the contractors' problems on the site, and this should permit some internal adjustment as the project moves into its second year with a much rosier site-availability picture ahead.

Counselling and Support Services

Counselling:

It was originally expected that the project would have the services of two full-time counsellors supplied by the U.S. Employment Service for the District of Columbia. However, the project received only the part-time services of one person who was basically responsible for testing for a period of four months. During most of the first cycle, the mathematics remediation instructor was also a part-time counsellor. He dealt with attendance and discipline problems and discussed trainees' remediation problems with the journeymen coaches.

The journeymen coaches, the remediation instructors, and the manpower specialist were often consulted by the trainees. Each staff member attempted to assist the trainee as best he could, but some problems called for professional help.

The director felt that full-time counsellors were badly needed by the project to help the trainees with their personal and inter-personal problems. The Manpower Administration funding office agreed, when the D.C. U.S. Employment Service did not supply counsellors, to provide additional *Title I* funds. In August, 1968, the director of counselling was hired, a woman who had a great deal of case work and supervisory experience. Shortly thereafter, the project hired a second counsellor, who had experience dealing with juveniles and in testing.

Essentially, because the counselling unit was begun after staff patterns had become somewhat established, the role of counselling at the project is somewhat vague. The trainees are not required to see a counsellor at any time during the cycle, although some thought has been given to changing this policy. They are informed that counselling is available to them whenever they need it and an "open door" policy is maintained.

One of the trainees with multiple personal problems was assisted by the counselling staff, and through referrals to other agencies. This trainee's financial situation was so serious that he was about to be evicted and was referred to Crisis, a program of the D. C. Department of Public Welfare, which delayed the eviction and helped him to straighten out his financial situation. This young man also had a vision problem and was referred to the Washington Hospital Center where glasses were prescribed, and he was given glasses through the Society for Prevention of Blindness. Counselling also assisted him in recognizing and accepting responsibility for his two children, and the mother of his children.

If a trainee has a case worker from an agency, counselling does not go into his problems, but merely listens. When necessary, discussions regarding a particular trainee are held with his journeyman coach or remediation instructors.

When a recommendation is made that a trainee be terminated, the trainee is interviewed by the counsellor who makes a recommendation on the handling of the case. Once a trainee is terminated, either voluntarily or involuntarily, no counselling is given or referrals made. The staff does not feel that they have sufficient manpower to handle other than trainee problems.

The manpower specialist often handles discipline problems such as attendance, use of drugs, and gambling on the premises. He plays a tough role in discipline problems, but is also often approached by trainees on problems they prefer discussing with a man, such as drugs or trouble with the authorities.

A trainee who had been taking hard drugs for a few years asked for help in kicking the habit, and was sent to the drug rehabilitation clinic for treatment. He became seriously ill and was hospitalized for hepatitis for about two months. During this time, the project maintained contact, with a staff person visiting him several times a week. When he left the hospital, he returned to the project, but was unable to pass his GATB, and his craft was not accepting apprentices. When he was ready to go to work, he was placed with Laborers' Local 74, where he is working on a steady basis, and he is still off drugs.

The manpower specialist also helps the trainees to get part-time jobs when they have financial problems and lends them money when they are broke (at least the first few times they come to him). Later, he insists that they leave some money with him to tide them over Monday and Tuesday. (Wednesday is pay day.) The manpower specialist generally deals with the probation officers and case workers of the trainees who are on work release. He also handles the termination interview to discuss with the trainee why he is being terminated or to find out from the trainee why he has decided to leave the project.

The trainees see their journeyman coach and remediation instructors on almost a daily basis, and develop some type of relationship with them. In many cases, the trainees approach these staff members with their problems and several staff members feel that if a trainee comes to him with a problem, he should handle it if at all possible. Up to this point, the second counsellor on staff has been almost exclusively involved in testing and test orientation work.

Admittedly, the "jurisdiction" of counselling is vague and requires clarification. Staff members are not completely aware of how the counselling service can be used. If a trainee is looking for help and turns to his journeyman coach or remediation instructor, the staff member often tries to help, rather than referring the trainee to counselling. This situation could be workable as long as the staff member does not hesitate in referring the trainee to counselling if he cannot assist in the situation.

An unworkable situation exists when the problem is not referred to counselling until a crisis is reached, and counselling does not have sufficient time in which to assist the trainee.

The unworkable situation has occurred a few times, but counselling is hopeful of clarifying the importance of timely referrals.

The director of counselling has not settled on one particular approach to the trainees, but feels that various avenues have to be explored, particularly with youth who have been accustomed to the school counsellor or welfare case worker who tells them what to do.

Some group sessions were held during the second cycle for discussions on the project and how the trainees related to it. These sessions were considered productive, particularly in getting feedback from the trainees on their conception of the project, and more are planned for the second year.

Testing:

Testing at the project can be divided into two categories: (1) testing for educational achievement level for remediation purposes; and (2) testing done for qualifying for apprenticeship.

The Stanford Achievement Test (SAT), a test widely used to determine grade level in basic skills, has been used at the project. The test determines the skill level of the trainees in mathematics, and reading comprehension in literature, science, and social studies. SAT scores, along with tests administered by the remediation instructors, are used for evaluative purposes to indicate the trainees' areas of weaknesses and strengths. Theoretically, the SAT scores could be used to indicate the probability of attaining a high school equivalency diploma. However, it has not been used in this way as yet. If it is administered both early and late in the cycle, it could also be used to determine the effectiveness of remediation techniques.

The SAT was administered after the orientation period in Cycle I, but early in the orientation period in Cycle II. The change was made to allow remediation more lead time for planning purposes. The SAT was administered in Cycle I a second time, about three months later, to judge the progress of the trainees. In Cycle II, the remediation materials used allowed for continuous testing and the SAT was not repeated for purposes of evaluation.

The two tests which are of concern to the trainees in qualifying for apprenticeship are the General Educational Development Test (GED), and the General Aptitude Test Battery (GATB). The GED, which is taken to obtain a high school equivalency diploma, is needed by those trainees who are not high school graduates but wish to enter a trade where high school (or equivalency diploma) is required; these are the mechanical trades (electrical, plumbing and sheet metal work) and the operating engineers. The GED consists of five parts: mathematics, grammar, and reading comprehension in literature, social studies, and science. The project is able to remediate in all areas. Those taking the GED must make a minimum score of 35 on each section of the GED, and a minimum average score of 45 on the whole test to pass.

The GATB is an aptitude test or test battery, as its name implies, and consists of various sections. Verbal, mathematical, spatial, and manual aptitudes are tested. Differing minimum scores are required by each of the crafts on the separate sections of the test. The scores required are those established by the U.S. Department of Labor for that particular occupation.

There has been some debate and discussion on the relevance of the GATB for apprenticeship and questions have been raised, particularly by the civil rights movement, on its validity. It is used by a number of locals across the country as a selection tool and has the advantage of being a quantitative measure. Although it cannot be considered as a perfect selection device, it has given many locals the opportunity to use an "impartial" test.

Test orientation work for the GED is done within the remediation classes as is the mathematical and language sections of the GATB. Pretesting and test orientation work on the GATB is done in separate classes conducted by a specially trained counsellor. The test orientation work prepares the trainee to accept the taking of a test routinely, without getting so nervous that he might "freeze." It also familiarizes the trainee with the types of problems that he will encounter on the test. The purpose of these sessions is to ensure that a trainee will not be at a disadvantage because he is test-shy, or inexperienced in taking tests.

The responsibility for test administration and test orientation was divided between remediation and counselling, but when a counsellor was hired who had testing experience, he assumed much of the work on the GATB pretesting and testing orientation.

Health:

Because many of the trainees have seen little of doctors or dentists prior to coming to the project, and because the construction industry requires physically fit workers, health examinations were arranged for the trainees. Arrangements were made with the D. C. Department of Health to examine each of the trainees, with the examination including a chest x-ray. Early in both orientation sessions, the Health Department examined each of the trainees at the project.

If a medical problem is discovered, the trainee is referred to his own doctor, or the D. C. General Hospital. An agreement was also reached between the Welfare Association and the Washington Hospital Center for eye examinations. If glasses were necessary, a minimal charge was made.

Graduates and Terminations

PROJECT BUILD was designed to give disadvantaged young men approximately 24 weeks of training to prepare them to enter apprenticeship. However, the nature of the program requires a great deal of flexibility in duration of training.

In the first cycle, the trainees were less likely to have begun during the first week of the program as recruiting and selection had to be done from scratch. In the second cycle, there was some knowledge of the project in the community; first cycle trainees had told their friends, and as various organizations became more familiar with the program, they made continuous referrals. A number of applications had been filed with the project before recruiting had formally opened for the second cycle. Some trainees are able to enter apprenticeship prior to graduation and they have done so. Other trainees enter the program after it has formally opened. As trainees are terminated, they are replaced with other applicants.

The project director and his staff were prepared for terminations, and the manpower specialist maintained contact with a number of applicants who were not among the initially selected group, but who could be brought into the project as vacancies occurred. As time elapsed, however, these applicants were expected to need less remediation. The initial achievement level of the applicant had to be higher if he was to complete the program successfully. The following table indicates the number of completions and terminations for both cycles:

TABLE 10

Graduates and Terminations, Cycle I and Cycle II

	Cycle I	Cycle II
Total number entering training	102	111
Graduates	66	75
Terminations	36	36

In Cycle I 65% of those who entered training graduated, while the percentage rose to 68% in the second cycle. More important, nine more trainees completed the second cycle than the first.

The two cycles varied in length; Cycle I was 22 weeks, and Cycle II was 27 weeks. The median number of weeks graduates spent in Cycle I was 18. This figure rose to 26 weeks for Cycle II graduates reflecting the fact that many more trainees entered the program in the first week than had entered in Cycle I. (Table A-1.)

The number of weeks that terminated trainees spent in the program varied a good deal, ranging from less than one week to 21 weeks. The median number of weeks Cycle I terminations spent in the program was four and one-half; the median for Cycle II terminations was five weeks. (Table A-2.)

Although terminations may occur at almost any time before the completion of the program, most occur in the first few weeks that the trainee spends at the project. Most trainees appear to decide early in their training whether they can "make it" at the project. It is in this period that the trainees make determinations about their ability to complete the training and firm up their attitudes toward the work.

Most training programs such as PROJECT BUILD have a heavy drop-out during the orientation period and much of the blame is laid on the structure of the orientation period. The long periods of sitting and listening might well discourage youths who left school with its long periods of sitting and listening.

The conclusion is not necessarily borne out by a comparison between the number of dropouts in the orientation periods of Cycle I and Cycle II.

TABLE 11

Comparisons of Terminations During Orientation and Training, Cycle I and Cycle II

	Cycle I	Cycle II
Terminations	36	36
Occurring during orientation	17	4
Occurring during training	19	32

Although the terminations during Cycle I are almost equally divided between those occurring in orientation and those occurring during training, in Cycle II only four trainees dropped out during the orientation period. The orientation period had been shortened from the six weeks of the first cycle to four weeks in the second cycle because of the feeling that it was too long to maintain the interest of the trainee.

A number of trainees who terminated from the project entered after the formal opening. Although 17 trainees terminated during the Cycle I six-week orientation period, there were an additional five, or a total of 22 trainees who terminated after they had spent six or less weeks at the project. In Cycle II, four trainees terminated during the four-week orientation period, but a total of 16 trainees left the project after spending four or less weeks in training. (Table A-2.)

To draw a comparison between Cycle I and Cycle II, we can note the number who terminated at six or less weeks.

TABLE 12

Terminations During Orientation and in Six Weeks or Less, Cycle I and Cycle II

	Cycle I	Cycle II
Terminations during orientation	17	4
Terminations in six or less weeks	22	21

The key to cutting the termination rate does not seem to be the structure of the orientation period *per se*, but reaching the trainee within the first few weeks he is in the program. As in any program, regardless of whether it is training disadvantaged youth or a group of average middle class students, there will be dropouts from the program. In some cases, there are misconceptions and misunderstandings on the part of the trainee about the program. Additional information given to the applicants would possibly weed out some of these potential dropouts.

In some cases, it is difficult to determine the reason. For instance, if a trainee is terminated for the reason of "poor attendance," the project is aware of a symptom, but not the cause. The following table indicates the reasons for voluntary and involuntary terminations from the program.

TABLE 13

Reasons for Terminations From Project, Cycle I and Cycle II

	Cycle I	Cycle II
Poor attendance	7	9
Lack of progress	1	----
Loss of interest	3	----
Misconduct	3	2
Incarcerated	2	2
Financial	1	8
Illness	2	8
Took employment	5	7
Entered armed services	—	1
Unknown	12	5
Total	36	36

The manpower specialist attempts to interview each of the trainees before termination to determine whether any problems exist that he can assist in solving, such as helping trainees gain part-time employment. The counselling staff also assists with family or medical problems, when necessary. There is more information available on trainees who are terminated by the project, or the involuntary termination, than is available on the voluntary termination. The involuntary termination is initiated by the journeyman coach or the remediation director. The trainee is then interviewed by a counsellor and the case then goes to the assistant director for review and recommendation, and then to the director for a final decision. Some trainees who drop out voluntarily just do not return to the project and cannot be contacted. The following table indicates the number of voluntary and involuntary terminations in both cycles.

TABLE 14

Voluntary and Involuntary Terminations, Cycle I and Cycle II

	Cycle I	Cycle II
Terminations	36	36
Voluntary	31	17
Involuntary	5	19

Although the difference in the number of involuntary terminations in the two cycles appears large, most of the difference is accounted for by changes in definition and the reporting system.

Another factor that could influence terminations might be craft assignments. The work of some crafts might prove more difficult than that of others or some other factor associated with the craft assignments might influence terminations. The number of graduates and terminations by craft assignment were examined for possible affects.

TABLE 15

Graduates and Terminations by Craft Assignment, Cycle I and Cycle II

	Cycle I		Cycle II	
Craft	Grad.	Term.	Grad.	Term.
Brick Masons	6	7	9	2
Carpenters	11	3	12	6
Cement Masons	9	---	7	3
Electricians	9	2	12	3
Painters	9	3	9	6
Plasterers	9	4	10	1
Plumbers	5	3	6	1
Sheet Metal Workers	8	2	7	5
Multiple crafts	---	---	3	2
*No craft designated	---	12	---	7
Total	66	36	75	36

*Left project before craft assignments made.

A comparison of Cycle I and Cycle II terminations by craft is a mixed picture, giving no indication the craft assignment *per se* has a bearing on terminations. In every craft, with the exception of the plasterers, the journeyman coach was the same in both cycles.

The number and percentage of graduates of the project in both cycles is commendable, particularly when working with hard core youth, most of whom came into the project with their individual "hang-ups" and hostility. A number of the trainees have been assisted in entering the economic mainstream who might otherwise have remained on the fringes, holding marginal jobs and earning marginal wages.

Placement

The major objective of PROJECT BUILD is to prepare disadvantaged youth for building trades apprenticeships, and where this is not possible, to place them in other gainful employment. The placement record of the project has been excellent. Each of the journeymen coaches personally tried to place the trainees in his craft. Additional openings were developed through contacting locals not directly represented in the project. In Cycle I, the Operating Engineers accepted three apprentices. In the second cycle, the Elevator Constructors accepted five apprentices, while the Operating Engineers took an additional two.

Members of the Construction Contractors Council were contacted by their executive director, who is also a member of the project's Policy Board, to gain pledges from the contractors to hire trainees who are accepted into the apprenticeship programs. Thirty-four companies made initial pledges to hire 95 apprentices in the eight crafts represented at the project.

Laborers' Local 74 agreed to take trainees who were unable to qualify for apprenticeship or who needed interim employment while waiting to start their apprenticeship. Several nonbuilding trades locals affiliated with the Greater Washington Central Labor Council, AFL-CIO, agreed to attempt placement of trainees unable to qualify for apprenticeship.

One difficult problem in placement of trainees into apprentice programs developed over timing. All of the locals have certain periods in which their books are open to accept apprenticeship applications, and in which time the applicant can qualify. Those locals which have specified dates when their books are opened caused the most difficulty to the project. These locals accept applications and qualifying information only during those dates. This meant PROJECT BUILD applicants had to wait for the books to open before their applications could be acted on.

All books are closed and a decision made on apprentices before the start of school in September. For those who could not qualify before the locals' books were closed, a waiting period was involved, during which time they either could be assigned to jobs by the Laborers' Local 74 or be employed elsewhere. There were also some trainees who were unable to go to work immediately, because there was insufficient work in their trade at the time they graduated.

Total placements in apprenticeship for PROJECT BUILD came to 120, of which 58 were from Cycle I, and 62 were from Cycle II. (See Appendix Table A-4, which presents data as of September 1969.)

The following table indicates the initial placement of the graduates of the first cycle:

TABLE 16

Initial Placement of Graduates, Cycle I

TOTAL GRADUATES		66
TOTAL APPRENTICES		36
Brick Masons	4	
Cement Masons	6	
Carpenters	10	
Electricians	4	
Operating Engineers	3	
Painters	1	
Plasterers	3	
Plumbers	2	
Sheet Metal Workers	3	
OTHER PLACEMENTS		30
Working in trade of training	8	
Laborers' Local 74	13	
Took unrelated work	2	
Armed Services	2	
College	1	
Illness	1	
Incarcerated	3	

In the first cycle, 55% of the graduates were initially placed in apprenticeships. One of the graduates accepted into apprenticeship in plumbing had come into the project with an eighth grade education, but quite determined to qualify for plumbing, which required him to pass the GED as well as the GATB. He worked at it constantly, was able to pass his tests, and is now performing well as an apprentice.

In addition to the 36 trainees in apprenticeship, there were ten graduates who had passed the necessary tests and met the educational qualifications of their craft who were not initially placed in apprenticeships and their assignments were as follows:

TABLE 17

Placement of Trainees Eligible for Apprenticeship Not Initially Placed in Apprenticeship, Cycle I*

Total eligible trainees not initially placed in apprenticeship		10
Laborers' Local 74	3	
Working in trade of training	3	
Unrelated work	1	
Armed services	1	
College	1	
Incarcerated	1	

*Eligibility defined as those who have passed tests and meet the educational requirements of their craft.

Placement in apprenticeship programs is a continuous process and it is expected that additional qualified trainees will enter apprenticeship in future classes. One graduate of the painting craft who had been unable to pass his GATB while at the project was assisted by his journeyman coach in getting a job with the maintenance crew at Children's Hospital. He continued working on his GATB for several months and when he passed it, he was accepted for apprenticeship and went to work for a painting contractor.

A follow-up table on the status of Cycle I graduates as of September, 1969, was prepared by the project and can be found in the appendix of this report.

The trainees who passed the GATB and met the education requirements for apprenticeship in each of the crafts by the termination of Cycle II is shown in the following table. Table 19 also indicates trainees placed into apprenticeship, Laborers' Local 74, and miscellaneous status at the time of graduation.

TABLE 18

Graduates Eligible for Apprenticeship and Other Placements, Cycle II

Craft	No. of Grads.	Grads. Eligible for Apprenticeship, by Craft	Accepted into Apprenticeship	Other Placements
Brick Masons	9	5		1—incarcerated, 1—entered & left apprenticeship prior to grad.
Carpenters	12	8		
Cement Masons	7	6		
Electricians	12	10	2—Elevator Constructors	
Painters	9	7	2—Elevator Constructors	1—Laborers' L. 74 (eligible for apprenticeship)
Plasterers	10	5		
Plumbers	6	2		
Sheet Metal Work	7	5	1—Elevator Constructors	3—Laborers' L. 74 (2 eligible for apprenticeship) 1—armed services
Multiple Crafts (Operating Engineers)	3	2		
Total	75	50	5	7

*Eligibility defined as those who have passed tests and meet the educational requirements of their craft.

There were a few trainees who did not wish to be assigned to Laborers' Local 74 and sought employment elsewhere. Although several local unions affiliated with the Greater Washington Central Labor Council, AFL-CIO, had pledged assistance in placing graduates from the project who were ineligible for apprenticeship, this phase of placement was not developed.

The placement record of the project has been excellent. A number of trainees not eligible for apprenticeship, or who had an interim waiting period, were placed with Laborers' Local 74. The journeymen coaches attempt to place trainees ineligible for apprenticeship into related work, and every effort is made to place eligible trainees into apprenticeship.

Graduate Follow-Up

The journeymen coaches followed up on the first cycle graduates who had been trained in their craft. At least one follow-up was made on each of the apprentices, usually a visit to the job, when the coach attempted to find out if the trainee was having any job-related problems or problems with his apprenticeship classes, and how he felt about the preparation of PROJECT BUILD for his job.

Three of the journeymen coaches also teach at their apprenticeship schools, and have regular contact with the apprentices in their craft. The manpower specialist also assisted in follow-up, particularly if an apprentice was not showing up for work or had some difficulty on the job.

Almost all of the trainees who went into apprenticeship felt that the project had been very helpful to them. Those who did not initially enter apprenticeship felt that the project could have been of more help.

The trainees from the project face a number of problems after they are admitted into apprenticeship. These problems are not particularly different from those of other indentured apprentices, but they do affect the apprentice's attitude toward remaining in this type of work.

One of the major problems of an apprentice may be money. He is paid at a rate that is in some ratio to the journeyman's rate. The wage goes up in steps as he progresses through his apprentice program. However, at the entrance stage, the wage is lowest and it is here that financial hardships arise for many young men, particularly those with families. The financial problem is complicated by the seasonal nature of the work and by inclement weather. The apprentice may not work several months out of the year and he may lose days for bad weather, or slack work during the construction season. The latter can be caused by economic conditions in the industry or country, and by strikes of his own or other crafts. The problem is whether the apprentice can weather the financial storm initially. The financial problem may cause him to leave the industry for steady employment to meet his family obligations.

Another problem of the apprentice is adjusting to this atypical industry with its changing job sites, different journeymen, different foremen and contractors. These are adjustments that have to be made above and beyond the different types of work within their craft. Several first cycle trainees reported back to their coaches that the project did not really prepare them for the pressures of the industry, nor for the foremen who are "really pushers" and never let up. There was some problem with the rough talk and constant argumentation on the job between the foremen and journeymen, and between journeymen of different crafts.

The trainees also found, as one returning trainee put it, that you were not only expected to be on time, but if you were working seven stories up, you were expected to be there at the time work began.

One of the major problems for the trainees as apprentices is their inability to get from their homes to the assigned job site. Public transportation will often not get them where they have to go. They almost have to have a driver's license. The journeymen coaches felt so strongly on this point that most helped the trainees in their craft to obtain a license. Many were given time off and paid to obtain their learner's permit; others let trainees go for their driver's test with another who had a license. There were others who held courses of instruction for their trainees.

All eight coaches felt the project should be involved in driver's training. But, three of the eight felt it should not cut into the regular craft or remediation training. As mentioned elsewhere in this report, transportation was a major problem for the project, and it took a great deal of staff time to work out arrangements. The project's director indicated that he was attempting to acquire vehicles for the project during the second year.

The following table is a report of the status of first cycle graduates approximately six months after graduation:

TABLE 19

Status of Cycle I Graduates, As of March 1, 1969

Initial Placement		Remaining in Initial Placement	Terminations and Reasons	
Apprenticeship	36	22	Terminations	14
			Took other job	3
			Returned to school	1
			Armed services	7
			Unknown	3
Work in trade of training, but not apprenticed	8	5	Terminations	3
			Took other job	2
			Unknown	1
Laborers' Local 74	13	5	Terminations	8
			Took other job	3
			Did not like job	1
			Entered another training program	1
			Unknown	3
Other unrelated work	2	2	Terminations	—
Total	59	34		25
Armed services	2			
College	1			
Illness	1			
Incarcerated	3			
Total	66			

A follow-up report as of September, 1969, was prepared by the project and is included in the appendix.

Of 36 graduates who initially went into apprenticeship, 22 were still in their program six months later. In light of a generally high dropout rate from apprenticeship, 61% of the trainee apprentices remaining in their craft program is substantial. Seven of those who left did so for neutral or positive reasons of taking other employment, returning to school or entering the armed services. The whereabouts of seven of the trainee apprentices is unknown.

Of the 23 graduates whose initial assignment was other than apprenticeship, 12 (or 52%) were working on the same job. There was somewhat less job stability in this group than in those who went into apprenticeship. Of the 11 trainees who left their initial job, five took other employment, one entered another training program, one was unemployed, and the whereabouts of four graduates was unknown.

Those graduates assigned to Laborers' Local 74 had the highest termination rate of 62%. Comments of the trainees indicate that they found the work dirty and hard, harder and dirtier than they were prepared to accept. Whether anything can be done to improve this termination rate is questionable, but the issue should be explored.

The following table is a follow-up report prepared by the project on the placement of Cycle II trainees as of September, 1969.

TABLE 20

Statistics on Trainees as of September, 1969, Cycle II

Craft	Total No. Trainees	Placed in Apprenticeship	Indentured*	Incarcerated, School, or Service	Placed in Holding Jobs**
Brick Masons	9	7	7	1	—
Carpenters	12	10	—	—	—
Cement Masons	7	7	7	1	1
Electricians	12	8	4	2	—
Painters	9	5	—	1	2
Plasterers	10	8	—	2	—
Plumbers	6	5	—	—	1
Sheet Metal Workers	7	3	—	—	2
Operating Engineers	3	3	3	—	—
Elevator Constructors	—	5	—	—	—
Total	75	62	14	7	6

*An **indentured apprentice** is one who has completed all requirements for the trade, signed an apprenticeship agreement form, and attends related training classes when they are provided. However, the broad interpretation of indentured varies from local to local.

A **holding job is an assignment given to trainees with some employer who is under a labor union agreement until he has met all of the requirements for entry into apprenticeship.

As of September, 1969, the project reports that 62 of a total of 75 graduates, or 82%, have been placed in apprenticeship while 14 trainees have been indentured. An additional six trainees were in holding jobs.

The journeymen coaches indicate that the first six months of apprenticeship are the most difficult, and this is when the greatest number of dropouts will usually occur. If they are correct in their judgment, then the project should pay particular follow-up attention to this first six-month period.

This is the period when the apprentice is initiated into his craft by the journeymen of the craft. It is that period when the apprentice initially makes up his mind on doing the work of his trade for life, and whether he can work in this industry. It is also that time when he will begin to develop work skills and adjust to the discipline of the industry. The employer or contractor's supervisors may well be watching to see who can make it and who can not. If they feel some apprentices are not doing their share, or are "trouble makers," they may subject the apprentice to additional pressures.

The trainee apprentices experienced some problems which stemmed from the initiation practices of the crafts. The new apprentice may go through a period of hazing similar to that which college freshmen experience. For instance, the apprentice may be referred to as "boy," which has certain connotations of condescension to a young, inner city black, but is merely a term often used to call young apprentices. Another problem area is the status of the apprentice on the job. He is expected to fetch and haul for the journeyman, do the clean-up work and get his coffee during the break. This may initially present a problem, until he learns that "the apprentice never gives change."

The journeymen coaches report that their first cycle trainee apprentices returned to discuss the problems they had in this area, as well as the one of adjusting to the supervisors who are "drivers" on the job.

Follow-up by the project might have broader ramifications because of the high dropout rate in apprenticeship nationally, reaching as high as 50% in some crafts. If the first six months are the toughest and the period of greatest potential dropout, then a good follow-up program may well have ramifications for the unions themselves as a means of reducing their dropout rate.

It is generally agreed among most of the project staff that a more intense follow-up of graduates is needed, particularly in the first few months on the job. The difficulties of the world of construction work, in addition to the personal problems of the trainees, requires more support work than was originally contemplated. It was not possible for the journeymen coaches to work with a current group of trainees and do intensive follow-up work with trainee graduates, which is very time consuming. The problem was recognized, and one staff member is assigned and will be responsible for follow-up work in the second year.

III. Administration

Administrative Organization

Organizationally, the project includes four program units; technical training, remediation, counselling and manpower specialist. This latter unit is responsible for recruiting, intake, termination and counselling. The wage and finance, and clerical units are two administrative support units.

The staff size fluctuated over the year by a few persons, but during the second cycle, there were 16 full-time members and two part-time remediation instructors who were provided by the D. C. school system. In addition, there was a secretary, a receptionist and a part-time Neighborhood Youth Corps trainee.

The organization chart as presented to the staff is shown on the next page (Diagram A). The chain-of-command indicated in Diagram A shows all units reporting to the assistant director who is responsible to the director. However, the position of assistant director was not filled during the first few months of the project and when it was filled, the assistant director was almost entirely involved with the technical training unit. Therefore, informal relationships developed which override the formal structure indicated on the organizational chart.

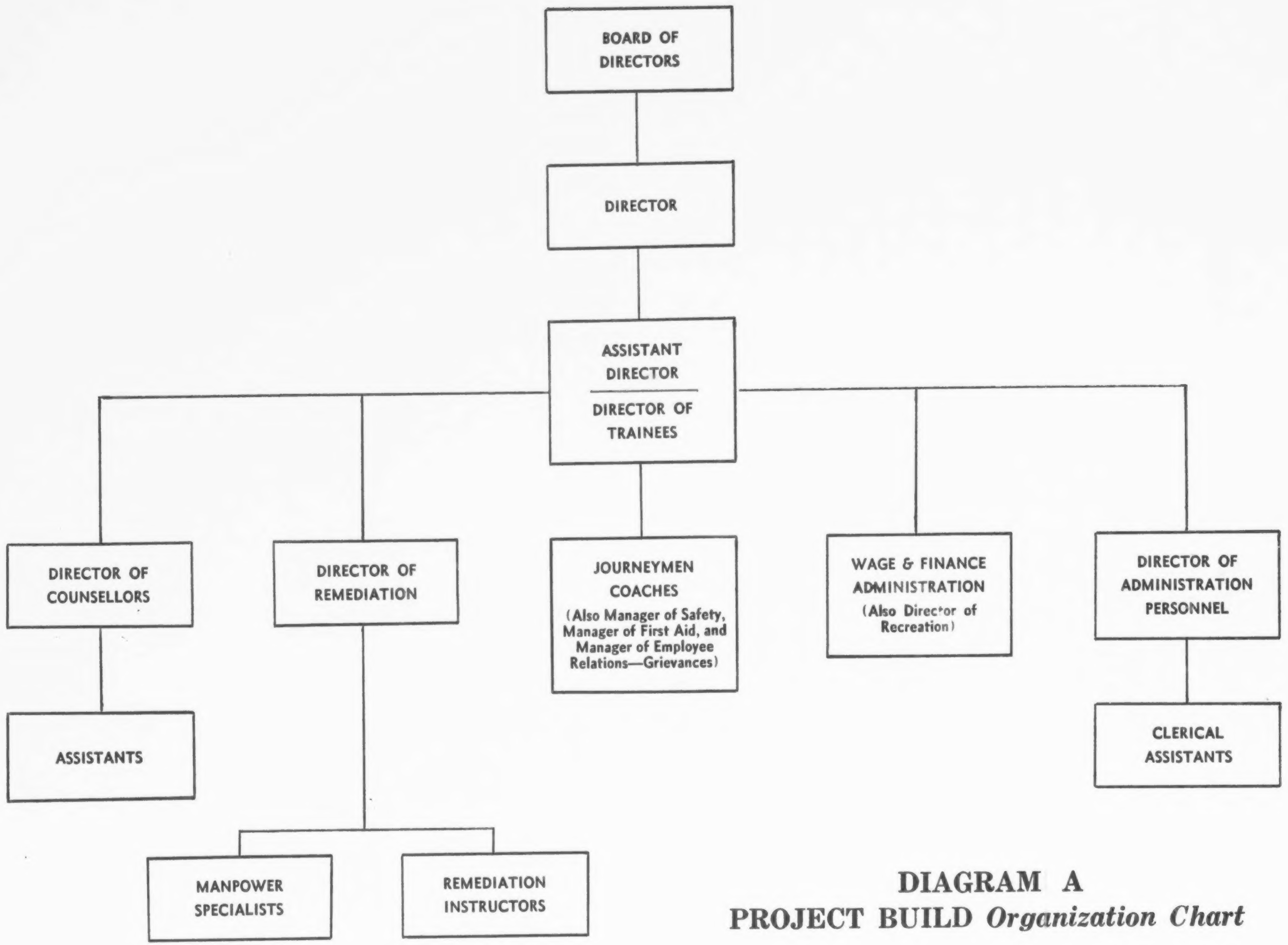
BOARD OF DIRECTORS
DIRECTOR
ASSISTANT DIRECTOR
DIRECTOR OF TRAINEES
DIRECTOR OF COUNSELLORS
ASSISTANTS
DIRECTOR OF REMEDIATION
MANPOWER SPECIALISTS
REMEDIATION INSTRUCTORS
JOURNEYMEN COACHES
(Also Manager of Safety, Manager of First Aid, and Manager of Employee Relations—Grievances)
WAGE & FINANCE ADMINISTRATION
(Also Director of Recreation)
DIRECTOR OF ADMINISTRATION PERSONNEL
CLERICAL ASSISTANTS

DIAGRAM A
PROJECT BUILD *Organization Chart*

From interviews and discussions with staff members, the project's actual organization chart more closely resembles Diagram B. It shows that the director of counselling, the director of remediation, the manpower specialist, and wage and finance administration report to the director, rather than going through the assistant director. The job specifications of the assistant director calls for him to direct and supervise the technical and remediation staffs, but is silent on counselling. The project proposal did not call for a counselling staff, based on the understanding that the D. C. U.S. Employment Service would supply several counsellors. This proved to be an erroneous assumption.

It is not unusual for informal relationships in an organization to be effective and necessary communication links. It takes some time for organizational lines of communication and responsibility to become firm. However, in the present situation, the informal links supersede the formal and confusion as to responsibility and reporting is bound to occur. The organization chart should be redrawn to more accurately reflect changes that have taken place or the lines of responsibility and reporting as indicated in Diagram A should be reestablished.

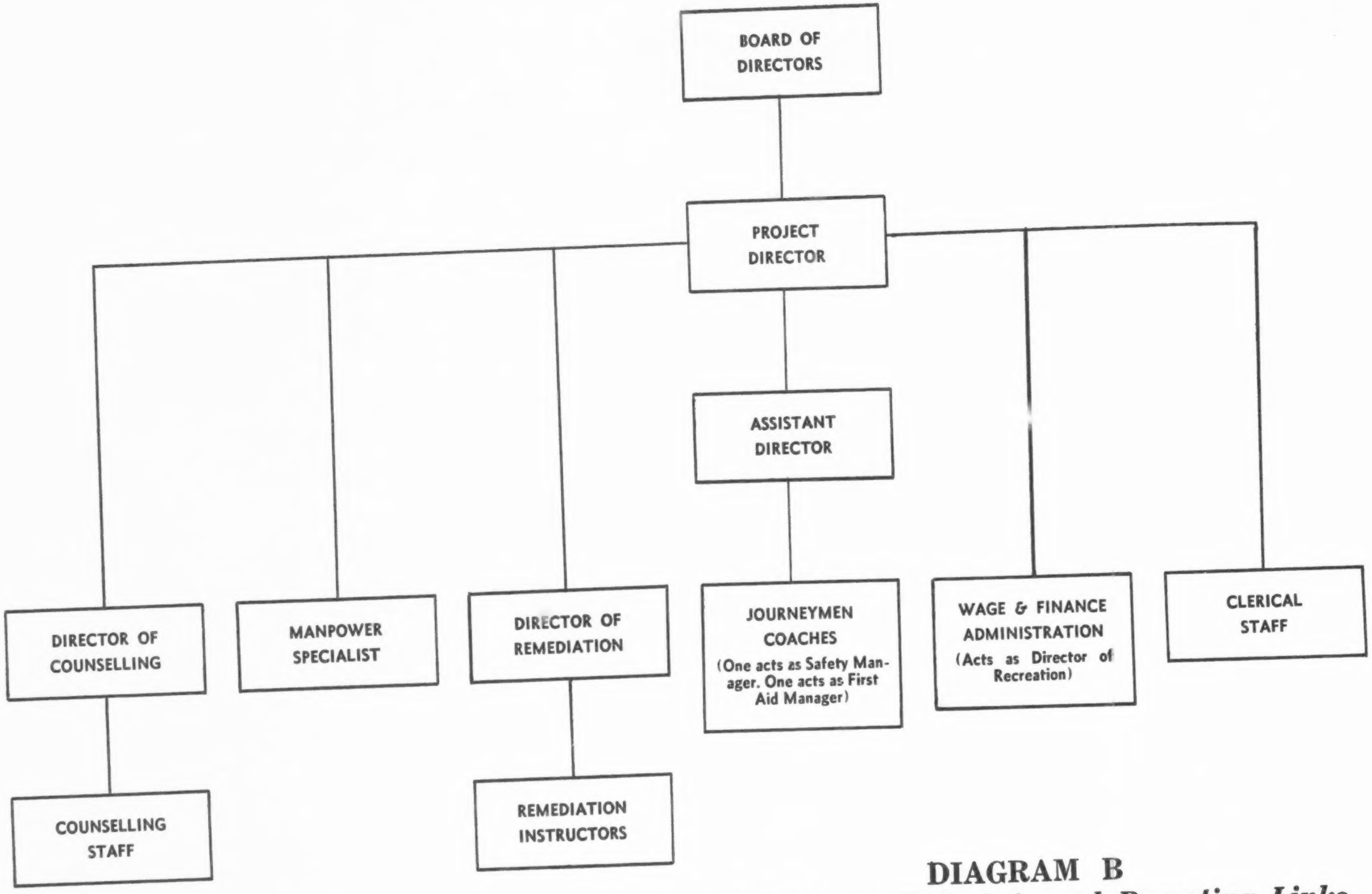
BOARD OF DIRECTORS
PROJECT DIRECTOR
ASSISTANT DIRECTOR
DIRECTOR OF COUNSELLING
COUNSELLING STAFF
MANPOWER SPECIALIST
DIRECTOR OF REMEDIATION
REMEDIATION INSTRUCTORS
JOURNEYMEN COACHES (One acts as Safety Manager. One acts as First Aid Manager)
WAGE & FINANCE ADMINISTRATION (Acts as Director of Recreation)
CLERICAL STAFF

DIAGRAM B
PROJECT BUILD *Informal Reporting Links*

Staff Recruitment

PROJECT BUILD's plan called for the selection of journeymen teachers from the eight participating crafts. These crafts are brick masonry, carpentry, cement masonry, electrical, painting, plastering, plumbing, and sheet metal work. Most of the local unions recommended two or three journeymen who were interviewed and one selected by the project director.

The local's recommendation was thought to be paramount in the selection process. It would provide the project with a direct tie to the local union that would eventually have to judge the quality of the trainees for entrance into their apprentice program. Secondly, the journeyman selected would most probably be acceptable to the officers of the local union and the majority of the membership. The third advantage which flows from the first two is the feedback that the journeyman coach could provide to the local union and his fellow journeymen on the type of education and pre-apprentice training the eighty trainees were receiving, especially those of the journeyman's craft.

Unions in the building trades have traditionally sought to protect the high standards of their crafts through carefully developed programs of apprenticeship. These programs are constantly changing and are being upgraded to meet technological advances, new materials and new processes. In addition to the on-the-job experience, the apprentice has approximately 144 hours per year of job-related classroom work in such subjects as theory of the trade, mathematics, safety, and blueprint reading. The project felt that its preparation of the trainees had to tie in with the local union's program in order to help the trainees qualify for entrance into the craft as well as to be able to compete successfully with other apprentices once they had gained admittance into apprenticeship.

The PROJECT BUILD program is a demonstration program, so it was felt that a great deal could be learned from the craftsmen who had been prepared as young men through apprenticeship and from long years in the trade.

This program of pre-apprenticeship training is the first the District of Columbia building trades unions have dealt with and they are understandably concerned. The building trades have traditionally looked with suspicion and outright hostility on anyone but apprentices, journeymen or foremen on the job. Many skilled journeymen feel that any training less than that for a journeyman could only provide limited skills that would not permit a man to earn an adequate living. This knowledge of journeymen attitudes led to selection of journeymen coaches who had the support of their local.

The project did not try to set selection standards for the journeymen coaches, as their personal characteristics below indicate. It did try to find men who were competent in their craft, who had the support of their locals, who could "fit" into the project, and who wanted to try the project's new approach.

The following characteristics indicate the range of personal differences among the journeymen coaches:

- Their ages range from 28 to 67 years;
- They have been members of their union from 4 to 47 years;
- Their formal schooling completed is from the 9th grade to three years of technical college;
- Of the eight coaches, five have completed their craft's apprenticeship program;
- Seven have taken special training beyond apprenticeship; and,
- For three of the coaches, this is their first job as an instructor, while five have had prior experience.

When the staff was completed, there were three black journeymen. When one white journeyman was moved up to assistant director, he was replaced by a black journeyman from his local. This was not by specific design, nor does the journeyman's race necessarily represent the majority of the local union to which he belongs.

Candidates for director of remediation were interviewed jointly by the project director and the director of the Opportunities Industrialization Center who was counsulted on the choice. The remediation director chosen had served as a counsellor and job coach on a training project prior to coming to PROJECT BUILD. In addition to the director, two full-time remediation instructors were assigned to the project by the D. C. school system.

Some conflict existed over the question of whether the remediation instructors were responsible to the project or the D. C. school system which paid them. The question of pay rates was one issue which underlay a status problem between the remediation and technical staffs. The remediation instructors did not consider the technical staff to be professionals. Yet, the remediation instructors were paid by the school system at lower rates than salaries received by the technical staff. Of course, salaries for the instructors had not been considered in the pay structure of the project. The problems persisted and since they could not be resolved, there was a complete turnover in the remediation staff early in the second cycle.

The second remediation director served on the staff initially as an instructor and was made director in April of 1969. He had received his education in industrial arts education and had experience in a job orientation program for disadvantaged youth. In the second cycle, the school system assigned one remediation instructor on a full-time basis and two additional instructors on a part-time basis. The tensions which had existed between the remediation and technical staffs were not as obvious during the second cycle. An attempt was made to equalize the status of the two units.

During the summer of 1968, the school system also assigned three student internes from Wilberforce University to the program who were quite helpful in assisting the instructors and tutoring the trainees.

The original budget request had included funds for a site liaison officer responsible for site selection, but it seemed that this position was not necessary as conceived. However, a recruiter was needed and funds were shifted from the position of site liaison officer for the hiring of a recruiter.

The recruiter had to be hired as quickly as possible. The position called for a male; someone who could communicate with potential applicants; knew the city and the hangouts of the target group; and was familiar with organizations dealing with disadvantaged youth. The applicant who was hired had many of the attributes to fulfill the requirements of the job and was recommended by Laborers' Local 74 where he was an active member. The job title was later changed to manpower specialist and the duties were expanded to include intake, terminations and counselling, as well as recruiting.

Staffing the counselling positions at the project had been troublesome. It was originally thought that the U.S. Employment Service would supply two counsellors to the project, but the project received only the part-time assistance of one counsellor for a period of four months. This counsellor assisted, in the main, with work on General Aptitude Test Battery test orientation and testing.

During Cycle I, one of the remediation instructors also acted as a part-time counsellor. However, full-time counsellors for the staff were not found until August of 1968 when the funding office amended the contract budget to provide additional funds for this and other purposes. It had become evident that the project had no choice but to seek permanent staff members for this function.

The director of counselling, a woman with several years of social work experience in case work and supervision, was hired at the end of the first cycle and the second member of the counselling staff (a male) was hired in September, at the beginning of Cycle II. The second member of the counselling staff has a background in psychology, and experience in working with juveniles and testing. He has assumed much of the testing and test orientation work at the project.

Aside from the tensions revolving around the original remediation staff at the project, by and large, the staff recruited for the project have been competent in their fields and earnest in their efforts to make the project's goals workable.

Staff and Trainee Interrelationships

Staff Relationships:

PROJECT BUILD brings together program units whose staff has had very different backgrounds and training, and generally work in a much different environment. The journeymen coaches are all craftsmen and have worked in the construction industry. The remediation instructors are employees of the school system and have had experience teaching, but not necessarily remediating for a particular job goal. The experience of the counselling staff has been essentially with social agencies. Each of the units began with their own approaches and vocabularies without necessarily being aware of the functions of the other units in terms of the project's goal.

The journeymen coaches and the assistant director of the project were skilled journeymen of their trades. As journeymen, they tend to view the project, its staff and trainees in terms of their own and their craft's problems and needs. Their initial judgments were made on how well the project, with their help, could produce trainees who would be accepted into their local's apprentice program.

This view tended to create a hierarchy of value judgments that put their local first, the project second, and the trainees third. In establishing the first, they were to be judged by their fellow local craftsmen and the officers who had recommended their appointments as journeymen coaches. In addition, this same local would determine who among the graduating trainees of PROJECT BUILD would be admitted into their apprenticeship program. Secondly, they were part of a project that paid their salary and whose officers and directors would be judging their activity in line with their specified duties. The trainees came third as they were an unknown quantity. Time was required for the coach to adjust to his role as a teacher, the requirements of the project and to trainees' individual needs.

The view of the coaches was understandably biased, not against the project, its goals or the trainees, but in their approaches, although they were not inflexible and tended to modify their views as they gained experience as instructors, in working with the staff in other units, and with the trainees.

A majority of the coaches felt the remediation staff that was employed during the first cycle overstepped what they felt was their jurisdiction. However, they modified their view of the role of remediation when they understood more about its functions and methods. The reverse problem occurred with the new remediation staff in the second cycle. They gave certain coaches the impression that they felt the coaches went a little too far in teaching "nonshop" subjects to the trainees. It was clear at the time of the interviews with the journeymen coaches that there was still a substantial gap in understanding between them and the teachers.

The relationship of the journeymen coaches to the remediation staff was complicated in part by status feelings, pay differentials, craft *versus* professional attitudes and the lack of coordination between these two units. The change-over in remediation staff during the second cycle added the problems of new personalities and new approaches.

There was an initial feeling among the members of the remediation staff that remediation work was considered secondary to skill orientation, but some administrative changes were made to equalize the roles of the two units. Remediation now keeps an attendance record and the trainees are paid according to attendance in both remediation and skill orientation; raises for the trainees must be approved by the coach, the remediation director, the assistant director and the director (and any one of the four may veto the raise). The remediation staff may also veto the trainees going to work on a job site, if he needs to spend his time on remediation.

There still remains the feeling with the remediation staff that the journeymen coaches exhibit some negativism toward remediation. They feel that a positive attitude by the coaches toward the remediation work would help to motivate the trainees. The differences in attitude may well wash out as these units have the opportunity to work together over a longer period of time.

The manpower and counselling units are viewed as support units and there is little conflict on the surface. There are instances where members of the coaching and remediation staffs feel they are qualified to counsel the trainees and differences do potentially exist.

The counsellors were new as full-time project employees during the second cycle and they were viewed as providing a needed service. Often, their services were used after the fact, in the sense that the other staff members would wait until a trainee reached the point where he required discipline or when his personal problems were seriously affecting his progress. Several of the journeymen coaches used the manpower specialist on the personal problems of the trainees until they acquired a better understanding of counselling.

Another factor that entered the picture was that the director of counselling is a woman and there was some reluctance to discuss certain male problems with her. The coaches tended to continue to use the manpower specialist for the latter, referring trainees to him when these problems arose.

The coaches generally felt that the manpower and counselling units were often too much of a modifying influence on discipline. The counselling staff felt that they were viewed by the remediation and technical staff as buffers between the trainees and the remainder of the staff. They do not view this as their role, but feel their role will have to be more closely defined before this view can be changed.

The coaches as a group took a tougher approach toward discipline due to the requirements of the construction industry's world of work. This is a high pressure, closely integrated industry that requires punctuality and efficiency. They felt the project should instill discipline into the trainees so they would be prepared to work in this industry.

The coaches did not make full use of the manpower specialist or counselling units due partially to their lack of knowledge on how to use the skills of these units, especially those of the counsellors. This can be rectified as these units gain more experience in working together and in coordinating their activities.

There does not appear to be any difficulty in handling individual trainee problems; this is done on a one-to-one basis among staff members. However, there is a lack of discussion among the staff on more general problems. The staff feels that better communication is needed between the units and in the project generally.

Staff meetings were called once or twice a month, but were not held on a regular basis. General problems, planning and program evaluation were discussed. The remediation and counselling units felt that staff meetings were held often enough and fulfilled their function. However, the technical staff felt that the meetings were too limited, with insufficient time spent on their problems and a failure in follow-up of reported problems.

One mechanical problem in both internal and external communications was the lack of sufficient and competent clerical and stenographic staff. Some staff members found it impossible to get letters or memoranda written due to the work load of the clerical staff.

Some staff members indicated that staff training was needed to increase the effectiveness of communications within the staff. A number of seminar sessions were held early in the second cycle which dealt with staff and trainee communications and relationships, team development and teaching techniques. The staff felt that the sessions were valuable, but both the staff and the consultants on the seminar sessions felt that more work was needed, particularly on team development.

More communication between the staff units and the administration would be desirable. It would assist with problem solving and provide insights into the approaches and problems of the other units.

All of the nontechnical staff could gain from a better understanding of the construction industry. They would be better able to assist the trainees if they themselves had a better understanding of this particular market.

Discipline:

The most demanding and complex problem the staff of the project faced was that of discipline. They were faced with establishing a balanced system of discipline that would both permit the project to carry out its function and at the same time to help to prepare the trainees for the world of work.

While attempting to develop this system, the project was faced with all the other problems and the pressures and demands for attention they created. The developing program also provided experience that altered initial assumptions. Staff changes and the addition of a staff for the new counselling unit, the drug problem, feedback from the trainees, and the time allotted to developing and improving the system of discipline affected the results. On balance, the staff feels that the system of discipline was adequate for the first year, but could and should be improved.

The disciplinary system had to keep order within the project and simulate that of the construction industry as nearly as possible. The project's task is preparing youth, most of whom had chosen to leave school and had casual work histories, to enter the world of construction work with its demanding discipline and hard work. The rules were established in this context to allow for progress of the trainees and to orient them to the discipline of the work place.

There are differences among the staff on the type of discipline needed to be most effective. The journeymen coaches generally think discipline and rules should approximate those of the construction industry and have pressed for this position. Other staff members have tended to be more lenient in their views. For instance, the industry does not pay for absences due to sickness or other reasons and the journeymen coaches feel that the project should not pay either. Journeymen argue that this will assist the trainee to adjust more easily on the job. But, the project has not accepted this position. The director and other staff feel that there are other considerations equally valid for having a more lenient system than the industry. In this case, they do not feel that additional financial hardship should be placed on the trainees who receive little enough pay as it is, especially those with families.

The project staff felt that adjusting discipline to the work place was an important function, but this was done gradually. When the project was in the orientation phase, classes started at 9:00 a.m. and there was one hour for lunch. The starting time was gradually set back to 7:30 a.m. and the lunch period cut to one-half hour. The project staff felt the tighter discipline would be accepted more easily, even if it was not appreciated, when the trainees had the chance to gain some knowledge of the construction industry and its practices. Their judgment appears to have been correct based on the reaction of the trainees. The shortened lunch hour, however, caused the major complaints because of the lack of quick service restaurants in the area. Trainees who return late to their classes have their pay docked.

The trainees were informed of rule changes by notices posted on the bulletin board, discussion in general sessions and in their craft groups or remediation classes. The following is a sample set of rules.

Basic Rules and Regulations:

1. Trainees will be expected to conduct themselves as gentlemen.
2. Smoking is permitted, however, use of ash trays or recepticles is strongly urged.
3. Each trainee is expected to assist in keeping the building clean.
4. Stealing or fighting or gambling will not be tolerated and will lead to suspension or dismissal.
5. Until further notice all trainees are expected to report from 9:00 a.m. to 5:00 p.m., Monday through Friday.
6. Remediation Director is in charge of Technical Orientation Training.
7. No alcoholic beverages are allowed on the premises.
8. Any three unauthorized absences will automatically terminate a trainee.
9. Four unexcused tardinesses will constitute one day's absence.

The rules and the discipline system are enforced by rewards and penalties. The rewards are (1) financial, and (2) successful completion of the program. Wages are increased in three steps from $1.40 to $1.90 per hour based on attendance and performance. Pay is docked for unexcused absences or tardiness. In cases where it was found necessary, a trainee could be suspended for several days, with the resulting loss in pay. For those who are unable to adjust to the training and its discipline, termination is used as the final disciplinary alternative.

The staff of the project agrees that the discipline of the trainees is the concern of every staff member and that discipline should be administered equitably to all. It is in the practical application that differences in interpretation arise among the staff. One example is that although the staff feels that discipline is the concern of all, some tend to interpret this to mean as far as the trainee relates to them and their unit's training responsibility.

A major problem that permeates the disciplinary system is that of the drug user. As noted in detail elsewhere, the staff is badly divided on how the project should treat the user of drugs. There has been a tolerance toward the drug user that many of the staff feel has complicated the general problem of discipline. The complication extends from application of the general rules to specific cases, such as tardiness, absenteeism, class activity, ability to pass tests, to the demand by other trainees for their own "hangups" to be overlooked. The extent the drug user has complicated the application of disciplinary rules and tempered punishment can only be guessed at.

There are instances where the standards are not applied equally. The handling of sick pay is an example of the difficulty. The rules call for the trainees to be paid when sick, yet there are complaints that not every trainee who is sick gets paid and others who are not sick do get paid. The problem is complicated by the fact that certain doctors allegedly will write an excuse for a specified sum. This problem is beyond the project's control, yet those who have used this method caused a morale problem.

Another example of unequally applied standards is the granting of wage increases based on the rules. The rules governing wage increases are based on completion of a specified number of hours and performance. This rule, like others, is subject to certain interpretations. Most staff followed the rule closely; others read exceptions into it. Some of these exceptions were unavoidable absence, hardship for family men, pay too low and desire to give the trainee a break. The staff interpretations caused minor problems and "hard feelings" to develop between the trainees and, in a few instances, developed some staff discontent.

There is one situation where the staff agrees that the imposition of financial penalties has helped the situation and that is the docking of pay for lateness. The trainees in many cases were "night people" and found it difficult to get to the project on time. This situation was aggravated by the fact that during the second cycle, although the trainees were supposed to report at 7:30 a.m., remediation did not begin until 8:00 a.m. Without specific assignments for this half-hour, the trainees were less concerned about arriving at the project at 7:30 a.m. Tardiness was combatted in a number of ways, but the most effective was to dock the pay. The project administration also attacked the problem by having the class chairman take roll and note the absences. If the trainee did not come in within ten minutes, the chairman was to call his home. Roll was turned over to the front office fifteen minutes after class opened in the morning. Habitual violators were noted and their names were turned over to the manpower specialist for follow-up.

The trainees' view of discipline as voiced by the president and vice-president of the student association was that the rules were generally fair and discipline was administered well. They felt the project's record, although not unfair, was spotty in some instances. The same offense was not always punishable in the same way. However, there were very few cases they could point to as examples.

The staff is aware that there are various interpretations of the rules among themselves and would generally agree that more work is needed on their part to develop an evenness of administration. They also agree that more joint consultation on certain phases of discipline would be helpful.

The Drug Problem:

A major problem that the project faced during the first year was the use of drugs by the trainees. No one on the initial staff had prior experience in working with addicts or foresaw the problems that addicts could cause within the project. There was no set policy on the handling of drug addicts by the project at the close of its first year, but steps are being taken to establish one.

The concern is not just for the drug user and his rehabilitation as a person, but for the effect the addict has on other aspects of the project. Some of the major concerns are:

1. The problem of discipline within the project has been aggravated by drug users. It is not only their breaking of the rules and occasionally upsetting class, but the imposition of discipline on nonusers for other matters is made more difficult.

2. Will the user or pusher cause the spread of drugs to nonusers within the project.

3. Can the project really help the addict during the relatively short 24-week training period, especially if they are not known on entry. There are several sub-issues related to this one.

   a. Is there some violation of a trainee's right if a urinalysis is given and one of the analyses made is whether he is an addict or user. Should the trainees be told that a test for drugs will be given. The current project physical does not determine this.

   b. If this policy is established, should the project accept the trainee and on what conditions.

   c. One condition considered is that the addict immediately enroll in the drug rehabilitation program or take the "cure" at the D. C. General Hospital. The feeling of those most closely associated with the addiction problem is that the group therapy technique at the rehabilitation center is too lengthly a process to work within the project's short training time. The favored treatment was at the hospital but the feeling is that the project would have to pay the trainees while they went. Three addicts were sent during the second cycle; two came back cured and one walked out of the hospital. Hospital treatment would seem to be the most practical from three points of view. The time for "cure" fits into the project's training time, the trainees would go voluntarily and possibly be paid, and the hospital could detect other health problems that stem from drug use.

   d. If the project agrees to continue to allow addicts into the program, there is a feeling that some form of control should be established and that staff training is needed to help the staff deal with the addict and his problem.

4. It is suspected, but the extent is not known, that drug use has hurt some trainees' chances of passing the tests required for entrance into the apprenticeship programs, such as the GED and the GATB.

5. Without a policy, the staff is seriously divided and the problem is handled differently by each individual, with no generally consistent approach, even within units.

6. There is a strong feeling that most unions will not admit a known addict into their apprentice programs. There is the serious question of whether an addict can work in the construction industry without endangering himself and others with whom he would work.

Once the problem of drug addiction was recognized within the project, various approaches were attempted to cope with it. Specialists were brought in to talk to the trainees about the use of drugs and its consequences. Those suspected of taking drugs were talked to, and attempts were made to have the trainee face his problem and agree to enter a rehabilitation program. Those that were suspected of being pushers were watched very carefully and when their pushing was definitely established, they were dropped from the program. The project went so far as to have an undercover agent come into the program, but he was soon spotted.

Several known and strongly suspected drug users were terminated from the program, either voluntarily or involuntarily. In the first cycle, there were four terminations; and in the second cycle, there were ten terminations. A total of 14 trainees left the project during the year for reasons directly related to drug use. There were some who were cured, and still others who were not detected or who used drugs only occasionally and completed the program.

Sharply differing views exist among the staff in approaches to handling the drug problem. Two views dominate with variations. The first of these is that if a trainee is a drug addict, but able to function and is in no way a disciplinary problem, he should be allowed to remain in the project without further action on the part of the staff. A slight modification of this view is held by others who feel the project should affirmatively act to assist the trainee in "kicking the habit." This first view is shared by a majority of the nonjourneyman coaching staff.

The journeymen coaches hold a second view with variations. This view is that there is no place for drug addicts in the building and construction industry, so there is no place for them in PROJECT BUILD. All feel that it would be almost impossible for an addict to make a competent journeyman and give three reasons for this position. The first is the adverse affect of drugs on coordination. Secondly, they feel the drug user would not have the stamina to stand up under the pressures of the job which requires long hours and hard physical work under pressure. The last is the matter of safety which involves not only the user but all persons working around him. They point to the already high accident rate of their industry and indicate each construction worker must rely on his fellow workers to often perform dangerous or potentially dangerous work.

Certain coaches feel that even if they were willing to assist addicts, their locals would not admit a known addict. There was a feeling among a few that the locals may try to help a known addict who recognized his problem and was in the process of rehabilitation. Others took the view that their local might react against the project if they were to send addicts into apprenticeship.

An illustration of a local that accepted a trainee who was thought to be a user was given to show the problem that the local faced. The apprentice, after having a spotty work record, "lost" his tools and failed to pay his dues. A local officer continued to pay the indentured apprentice's dues for about three months and even made arrangements to obtain a new set of tools for him. But, this young man never returned, despite the local's best efforts to work with him. He finally dropped out of sight.

The extent of the problem in the first and second cycles was thought to be about the same. The project's staff gained understanding of the drug problem and some expertise in dealing with it. This experience was partially offset by the greater "sophistication" or more "street-wise" trainees in the second cycle.

The project is now in the process of hammering out a policy to deal with the drug problem in their training program. The direction of the project's current thinking indicates two possible courses of action. The first is that drug addicts be screened out by use of physical examinations or other methods and removed from the program. The second view seems to be to permit them to enter the program on some limited basis that will allow the project staff to assist in dealing with the problem. This view subscribes to the position that addicts should be detected and known by the staff on entry so some form of assistance can be given.

Whatever the established policy becomes, it is safe to say that the staff of the project was, for the most part, not really aware of the problem when the program started. They did try to cope with it by educating themselves and the trainees to the problem, removed some from the project because of the influence of drugs, and a few were able to be helped. The project has been attempting to deal realistically with the problems based on its limited exposure.

Student Association:

Each cycle of trainees at PROJECT BUILD formed a student association. This association during the second cycle may be classed somewhere between a fraternal group and a union and was moving closer to the latter.

Its officers are a president, vice-president, secretary and treasurer. They are elected at large by the trainees. The president is nominated first. Then all candidates for this office are voted on with the person receiving the highest number of votes elected president, and the second highest elected vice-president. After these officers are elected, a secretary and treasurer are then nominated and elected.

The four desk officers are assisted by an executive board composed of the chairman of each craft group. Trainees within each craft elect their own craft chairman. This division resembles a building trades council in structure.

The student association met at least once a month, but in most months it met twice. The officers and executive board met when necessary to take up problems and matters of business.

The student association officers felt they represented the entire group, and as such, did not feel they were responsible for the problems within a single craft. However, they did feel responsible for problems that cut across more than one craft line. Each craft chairman would try to settle his problem with the journeyman coach or the remediation teacher, and failing that, he would go to the director or the assistant director of the project with his appeal.

When asked what type of activity the student association engaged in specifically, the officers indicated they worked in three major areas outside of providing an outlet for a lot of gripes. The first was in developing a recreation program inside and outside of PROJECT BUILD; the second, handling grievances; and last, acting as spokesmen for PROJECT BUILD to outside community groups.

The student association president and vice-president went to the director of the project with a request to develop a recreational program within PROJECT BUILD. The director agreed the request was a good one and turned the responsibility over to the project's bookkeeper who had been active in sports in the District. Together they worked out the recreation program. The trainees formed a PROJECT BUILD basketball team. A coach was obtained and the team was given a spot in an eight-team D. C. Recreation Department League. PROJECT BUILD's team came in third in their league.

The next project was to find some form of internal recreation for the trainees during their spare time. A shuffle board court was set up and a ping-pong table was acquired. Other forms of recreation were discussed, but limited funds available curtailed additional activity.

The officers of the student association recalled that they had had four or five meetings with the director on grievances. They could not report that they had been 100% successful, but they felt they had made progress. Their first complaint, in true union fashion, was a dispute over wages. Specifically, the trainees complained that the period it took from the time a raise was recommended to seeing the money in their checks was too long. It took up to three weeks. After the officers' discussion with the director, the time was cut in half.

The second grievance was against the director personally. The student association felt that the director was too removed from the trainees and that he did not know them personally, as they felt the rest of the staff did. They admitted that the director had many problems that took him outside the project and took up his time, but they still felt he could do better. They estimated he probably knew four or five trainees well when the officers talked to him. They said the director agreed that he would like to know each trainee personally and explained his many problems, but promised to improve the situation. When asked to assess whether the director was able to fulfill his promise, the officers felt that he tried and that he probably got to know about 30 trainees personally as the result of his extra efforts.

The third grievance was based on the reduction of time for the lunch period. The project, in order to make the training reflect the lunch period of the construction worker on the job, cut back the hour lunch period to one-half hour. This matter was taken up with the director of the project, but despite the officers best arguments, the director felt that the half-hour had to remain. The officers indicated that what the project was doing was "O.K. in principle," but the trainees could not overcome the practical problem they faced in getting food, cashing checks (once a week) and in returning to class in one-half hour. The trainees said they were too far away from restaurants and there were too many people in the area who ate lunch at the same time. The trainees complained that they had to eat their food on the way back to the project and, despite their best efforts, were often late for the afternoon classes. In most cases, the trainees were docked if they were late for class, up to one-half hour for being five minutes late.

The director of PROJECT BUILD developed the practice of taking student association officers with him when he went out to meetings with community groups. The officers reported that they spoke about the project at two of these meetings.

When asked to evaluate discipline, the student association officers indicated it was generally fair, but there were problems with it not being administered evenly. They indicated that in some cases, there were differences in what was proclaimed to be the policy and in what actually took place. This, they felt caused friction and tended to cause disciplinary problems. They pointed to one discharge they felt had been unfair. It should be noted that in this case they felt discipline was called for, but not discharge. They indicated the same offense had been committed before and since without discharge taking place.

When asked whether the student association should be involved in disciplinary cases, they had not really formulated a clear position. They felt that they should not be involved in every case, but possibly in the more extreme cases of discipline, such as suspension for a fixed time or in termination from the project.

When asked to evaluate each of the units in the project, the officers felt the journeymen coaches were very well qualified and knew their trade and tried to help the trainees in every way.

Remediation they felt went through a number of changes in staff during the second cycle that caused a great deal of difficulty. Originally, during this cycle, they set up what the officers referred to as a "D. C. track system." The trainees were divided into two groups with the higher achievers or more highly motivated trainees in one group, and the slower or under-achievers in the other. The trainees felt the system was wrong and discriminated against the slower or less highly motivated trainee.

The student association officers went to the director of remediation and discussed this problem in some depth and the system of class assignment was altered. The new mix placed both the slower and faster trainees together. The trainees believed the new system was much better and it improved the morale, helping both the slower and faster students. The more highly motivated who finished their work quickly were often used as tutors for those who were having some difficulty with the subject. This system of trainee tutors was a major advance in the program in the eyes of the student association. They took some pride in the changes that remediation went through as they were involved in the decision. They also indicated that the program as it evolved was very good. They felt that the new workbook type materials were helpful to the trainees and were considered a major improvement.

A major complaint that the student association voiced against remediation was that the teachers were too domineering at first. They were treating the trainees the same way they were treated in school and most had already walked out on that. But this changed when the system changed. The trainees cooperated as they wanted to grasp the material.

Counselling was adequate in their opinion. They felt that trainees could go to the director of counselling, a woman, for family advice and certain types of personal matters. However, they felt that with "man problems" (drugs, problems with the law, and with women) the trainees preferred to go to the manpower specialist. The second counsellor is considered to be a specialist in testing and test orientation, and the trainees take their problems in the area of testing to him, as well as some other problems.

The officers were asked to comment on the shop training and on-site training. They felt there were real problems in the beginning of the cycle with the lack of shop facilities and equipment. They felt strides were made in some crafts, but not enough in others. More should be done to get equipment, tools and supplies, so each craft would have an adequate shop for the trainees to use.

A major weakness in PROJECT BUILD was the lack of actual sites to work on. The trainees got bored with "all the talk" and nothing to do with their hands. They felt the promises in orientation did not match the reality in this area, and this caused a morale problem. The trips to job sites that the coaches arranged were helpful, but they were not done often enough.

When asked what they would change about the project, they had no specific recommendations. They said they were generally satisfied. One general comment was that PROJECT BUILD is still a little lost, as if it still is not sure of what it is doing all the time, and there is too much confusion.

When asked what they would recommend to improve the trainee's attendance, they did have specific recommendations. They felt the pay could be raised and more on-site training, shop equipment and materials should be available. The trainees get bored without work to do and lose interest that was only marginal for some in the beginning.

When asked what they would recommend to other boys who were considering PROJECT BUILD, both answered that they would recommend it to their friends. The president indicated that he was going to try to get his brother to enroll in the project for the next cycle.

Project Build Policy Board

The project proposal calls for a thirteen member board entitled the "Project Build Policy Board" to be created that was broadly representative of the "various segments of the community affected by the training program." In order to insure this, the proposal spells out the positions and organizations to be represented. It also directs that the holders of the two major offices of the board be persons who hold specific organizational responsibility. The positions designated are as follows:

Chairman:	Executive Secretary, Washington Building and Construction Trades Council.
Vice-Chairman:	Executive Director, Opportunities Industrialization Center.
Members:	President, Greater Washington Central Labor Council.
	President, Washington Building and Construction Trades Council.
	Representative, Central Labor Council.
	Coordinator, Laborers District Council of D. C. Trust Fund.
	A local labor educator.
	Representative, community-based youth organization.
	Neighborhood worker (manpower specialist or individual involved in a training program).
	Representative, D. C. Model Cities Program.
	Program Director.
	Representative, D. C. Mayor.
	Representative, Construction Contractors Council.

The specific authority granted the board was to hire the project director and assistant director, and to approve all contractual relationships. The board's vice-chairman was specifically given the responsibility to assist the project director with the selection of the director of remediation. The project director was to be a member of the board after his selection to provide a direct link between the board, the staff, and the trainees. The board was also given authority by the proposal to delegate other authority to the project's director.

The first board meeting was held on January 22, 1968, prior to the actual signing of the contract, to consider the candidates for director. After consideration, those at this first meeting sent a letter to Roland J. Williams who accepted their offer and joined the project on February 4, 1968, as director.

According to the records of the board, there were six formal meetings, including the first meeting prior to the signing of the contract. The dates of the board meetings, all occurring in 1968, are as follows: January 22; February 20; March 15; June 13; August 6; and September 13.

The dates indicate two things about the board's activity. First, the board meetings were not held on a regular basis; and secondly, they became almost nonexistent during the second cycle.

The board's first two meetings, after the project was operational, established the administrative procedure with the following actions being taken. The program director was made secretary of the policy board and given the authority to hire and fire staff with the exception of the assistant project director, which required consultation with the board chairman; and the remediation director, which required consultation with the board's vice-chairman. At the next meeting, the project director's authority was modified by giving the staff a right to appeal to the board. Other administrative authority was turned over to the program director.

The minutes of the board indicate that very few formal votes were taken or policy decisions made. There were no special committees formed to oversee any areas of work on the project or to assist it in any way in its relation to the community. The only committee established was a temporary one to handle the details of the first cycle graduation.

The project director states that the project board took a great interest and many of them used their special capabilities and knowledge to assist the project in gaining its objectives. Several instances of this individual activity are:

1. The representative of the Construction Contractors Council surveyed his membership to find out on how many sites the trainees could work.
2. The project's building and the ten months of rent free status were obtained through the activity of other board members.
3. The board's chairman was the major liaison with the Building Trades Council and its affiliates.

It should be noted that three members of the board met in innumerable meetings and were in constant contact on the project's activity. These were the chairman, the project director, and the president of the Greater Washington Central Labor Council, AFL-CIO.

Interviews indicated that the board meetings were called meetings and it was left to the chairman and the project director to initiate them. The project director was given administrative responsibility and it was felt that the work should be performed by the project staff so long as everything was progressing as it should. The board worked closely during the project's commencement when innumerable problems were faced for the first time, but only sporadically since then.

Board members were not entirely in agreement that they operated procedurally in the best way. There was some feeling that working relationships could be improved by regular meetings, and the establishment of committees to handle such matters as personnel, finance, *etc.* However, there was no major criticism of the project's activity.

The Review Committee

The Review Committee as detailed in the project proposal was to have representation somewhat similar to the project's policy board, as well as staff members who worked with the trainees. One of its major functions was to develop criteria and standards for curriculum and for successful completion of the program in each of the trades. The project did not attempt to set standards different from those set by the journeymen coaches for curriculum or attempt to change entrance requirements for apprenticeship.

This action was probably the wisest policy as local unions guard the skill of their craft and the entrance gate to their craft closely. The project policy of accepting the local's entrance requirements and allowing the journeymen coaches to set the curriculum that was based for the most part on his craft's apprentice program probably aided the trainees' entrance into the craft. It permitted the coach to see the trainee work with the tools of his trade and make a judgment of his ability to succeed. The judgment would be communicated to the joint apprenticeship committee, his union officers and fellow journeymen. Several coaches indicated they discussed the trainees and their ability based on their work at the project with their business agent and members of the joint apprenticeship committee.

The Review Committee functions as a link between the pre-apprentice training at the project and the participating local unions and their apprenticeship programs. Each of the local unions chose a representative for the Review Committee and very often the representative was the business manager of the local.

The local union representative assisted with gathering information for curriculum development for the craft training and reviewed the curriculum after its initial development.

In addition to a representative of the participating local unions, the Review Committee consisted of the journeyman coach, the assistant director, and a member of the remediation staff. In the second cycle, a member of the counselling staff was added.

According to the director, the Review Committee met twice in each cycle, the first time approximately six weeks after the cycle was underway. At this session, the trainees from each craft met as a group with the appropriate Review Committee which gave the trainees information about the craft, the work, the industry and the union.

The second meeting was held approximately two weeks before the cycle ended and at this meeting the trainees met individually with the Committee. At this second meeting, the Review Committee was to judge whether the trainee was ready to enter apprenticeship. The trainee's record and progress during his time at the project was reviewed and he was questioned about the craft work and his attitudes toward the industry. The recommendation of the Committee was carried to the local by the local's representative on the Committee.

The Review Committee did not have the broad representation nor set standards for curriculum and successful completion in each of the trades in the manner envisioned in the project proposal, but did serve as a link between the project and the apprenticeship programs of the participating locals. The functions called for in the proposal are somewhat unrealistic in view of the autonomy of each apprentice program, as noted earlier.

Data Collection

Data collection has proved to be a thorny problem within the project. Because of the nature of the project, the greatest amount of work has been concentrated on program activity, with little energy directed toward record keeping and the flow of data.

There was no staff specialist who was responsible for the flow and collection of data during the first year. However, a staff person with this responsibility has been added for the second year. The problem was further complicated by a lack of sufficient clerical staff to handle the files properly, as well as turnover in clerical staff.

In view of the handling of the data collection, much of the social and economic background information of the trainees is inadequate. Forms were changed during the year and the information sought is inconsistent; comparisons are difficult, and in some cases impossible to make. Also, because trainees generally filled in the forms without assistance and there seems to have been confusion as to the information sought, many questions remained unanswered or were answered inadequately.

Questions dealing with the trainees' employment history, employment insurance status and public assistance status were particularly inadequately answered. An attempt is made in this report to give information on the trainees' employment history, but because of inconsistencies in the replies, the information is not thought to be reliable. Information on employment insurance status and public assistance status is not reported, as in most instances, information was omitted by the trainees. The information that is compiled and reported in the section "Trainee Profile," is that information which was fairly consistently given by the trainees.

The director recognized the problem of data collection and sought the help of a consulting firm to correct the situation. The consulting firm attempted to devise a system that would fit in easily with existing practices at the project and give the required information. The reporting system that was devised is compatible with the MDTA reporting system and also attempts to establish an information base sufficient for program management, development, and evaluation.

The new forms were put into use midway in the second cycle with the consultants making recommendations on how they were to be used and the frequency of use. Some of the recommendations were followed, but in the case of forms that were to be filled out periodically, there has often been a lack of continual use.

To gain information in lieu of the inadequate data in the files and the lack of interim reports, it was necessary to use interviews extensively. Questionnaires were prepared for certain staff units which were completed by both the interviewer and by the individual staff member. Whenever possible, attempts were made to cross-check staff members' answers for consistency.

There is no question that record keeping can be time consuming and competes with program activity for time and attention. However, a good deal of information which is valuable and necessary for evaluation has been lost in the project's first year due to inattention to the problem.

The U.S. Department of Labor should also be concerned about assuring the consistent development of data and money should be allocated in the budgets of demonstration projects of this size for this purpose.

Responsibility for assuring that the required information is in the trainees' files should be fixed with one person and the entire staff should be made aware of the information sought.

Some progress should be made in this area with the addition of a staff member with responsibility for data collection. However, more staff attention to this problem is necessary, as well as additional clerical help.

IV. Recommendations and Conclusions

Recommendations

The following recommendations developed out of the report of the project's first year's activities. In a few cases, the reader will note that recommendations included in the body of the report are reiterated, but it was felt that certain sections would be better understood with specific recommendations included.

A number of the activities of the project were undergoing evaluation and change during the first year and approaches to some problems were not always clearly defined. These factors, as well as the lack of adequate data, precluded reaching black and white conclusions and making clear-cut recommendations in all cases.

For easy reference by the reader, the following recommendations are ordered to follow the structure of the report.

1. The multi-craft unit in the project should be continued, and this unit should be assigned its own journeyman coach. Such a unit could provide a haven for the uncertain, those who change their minds about their early choice of craft or those who may get into personality difficulty with their journeyman coach and who feel they have no choice but to leave. In addition, a multi-craft coach could provide orientation for the trainees who come in after the formal orientation period.

2. During the on-site work experience phase of the project, a ratio of four trainees to one journeyman was generally utilized, as called for in the proposal. Based on the limited experience of the first year, this ratio appears to be too high, as it (1) requires that the journeyman spend much of his production time demonstrating his work, and (2) the work places in rehabilitation are often too small to accommodate four trainees.

   It was also assumed that the trainees would be an asset on the rehabilitation work; however, because of an agreement with the Laborers' Local, the trainees were not to do any laborer's work. This factor, plus the lost production time of journeymen, added to the costs of one contractor.

   Suggestions made to correct this situation in rehabilitation work are that the ratio be reduced to one trainee to one journeyman or there be a full-time journeyman instructor on the job. During the report period, there was insufficient experience on other types of construction to warrant a firm conclusion. Therefore, it is recommended that further evaluation be made during the second year.

3. The use of counselling should be clarified for all staff members. An inservice training program would be helpful to explain the methods used in counselling and its value to PROJECT BUILD's trainees. It is obvious, as was indicated in the section on counselling that the services of the professional counsellors were not used to the extent they could have been if the staff had more knowledge of the function, use, and methods of counselling. Such a training program might also improve the peripheral counselling, function, and methods used by other units.

   Secondly, after the staff is made aware of the function, uses, and methods of counselling the system should be formalized and not used haphazardly or as an afterthought. In this regard, it is suggested that all trainees be interviewed by a counsellor as early in the orientation period as possible and that there be coordination between the units on trainees with major problems.

Each trainee should have an early interview with a counsellor to make him aware that there is someone on the staff who can help with personal and family problems. This would help break the ice for trainees who have problems and others who acquire them during training. There is no reason to suspect that the average trainee knows more about the services of the counselling unit than does the staff of the project.

An interview during the trainee's first few weeks might also serve to increase the retention rate. If, as indicated in the "Orientation" section, most trainees who terminate do so within their first four to five weeks at the project, the personal, one-to-one approach of a counselling interview could help to answer the trainee's questions and resolve doubts he might have.

4. Further placement opportunities should be developed to assist the trainees who fail to meet the qualifications of his craft choice and those who decide not to enter or remain in the building trades. By and large, the trainee who fails to meet the qualifications for his craft choice can either go with the Laborers' Local or drop out. The project would do well to consider matching trainees' qualifications with those of other crafts to determine if other apprenticeship opportunities might be available.

In view of the fact that a few trainees will not wish assignment to the Laborers' Local and the high dropout rate of those who were assigned there in the first cycle, further consideration should be given to development of placement opportunities in nonbuilding trades locals. A commitment was made by nonbuilding trades locals affiliated with the Greater Washington Central Labor Council, AFL-CIO, to attempt placement of the project trainees, but these possibilities have not been developed. If these locals can assist in placement, another option will be available for those graduates not entering the building trades and they will have the advantages of working under a collective bargaining agreement.

5. The project should establish criteria to govern its contemplated follow-up program, setting preliminary standards on how long follow-up should continue and what types of assistance should be given. Prior thought to this activity would be helpful to the person who is assigned this responsibility.

Trainees who are placed in apprenticeship should be encouraged during follow-up visits to return to the project with on-site and union-related problems to provide an opportunity for the new apprentice to discuss his problems with his journeyman coach. The apprentice might have his problems and his misconceptions about the industry and union cleared up; and at the same time, the feedback from the apprentices would assist the journeyman coaches to better prepare future trainees through anticipation of problems.

6. The proposal calls for a determination of the performance of project trainees as apprentices. Although the program was successful in preparing inner-city youths to qualify for apprenticeship programs, whether they are performing effectively cannot be determined by the project as it is presently constituted. To accomplish this objective, it is recommended that a special study be undertaken to determine the performance of PROJECT BUILD apprentices. The project trainees in apprenticeship would be compared with other apprentices by craft on such items as ability to perform related work, ability to perform on-site work, and dropout rates.

The study should also include the reasons for project trainees leaving apprenticeship. What is learned from the latter would aid in improving the project selection process, educational design, training and follow-up program. It may also have some value in determining why there is such a high dropout rate from building trades apprenticeship programs nationally. Estimates given locally run as high as 50% in some crafts.

7. The project's line of authority should be clarified and responsibility fixed. At the present time, the organizational chart indicates one line of authority, but actual reporting, and decision making indicate another. We would recommend that one of two plans be accepted.

(1) The present system, with all decisions being cleared by the director, should be formalized and then this system communicated to the staff and enforced. The line of command would be established, responsibility fixed and the uncertainty over reporting and authority would be removed.

(2) However, the original organizational plan has more merit, with the coordination of technical training, remediation, counselling and the manpower specialists fixed with the assistant director. This system would permit the director more time for other responsibilities, yet assure coordination of programming. With the new developments contemplated the second year, we would recommend that the director seriously consider shifting direct reporting and some decision making responsibility to permit him needed time for policy formulation, program review, staff selection and problem solving. Altering the current system of informal reporting will require overt action on the part of the director extending over a period of time.

8. Better communication within and among the units is required. The necessity to develop better internal communications was recognized by the project, and a series of seminars were held early in the second cycle. These sessions dealt with the staff-trainee communications and relationships, team development and teaching techniques. These sessions were thought to be helpful by the staff, but they, along with the consultant, felt more work was needed, particularly on team development.

We would recommend that this type of training be continued. In addition to the training itself, a staff evaluation of the sessions a week or two later would be valuable. This evaluation could form the basis of the next session, and at the same time help the staff to critically evaluate their own needs together.

The initial lack of clerical staff almost completely stopped the flow of written communications during the first year, but additional clerical staff has been requested by the project for the second year that should alleviate this problem. However, clerical time should be allocated to assure sufficient assistance to each of the units.

9. The entrance of addicts in the program brought problems for which the staff was unprepared. In spite of the lack of experience in this area, the project dealt with the addicts as best it could, and in some cases, quite successfully. Although attempts were being made to establish a policy, no project policy had been worked out during the first year and a wide difference of opinion existed among the staff members, ranging from those who felt addicts should be admitted and attempts made to rehabilitate them, to those who felt there was no room for addicts at the project.

It is recommended that a policy be worked out in consultation with the members of the staff, communicated to the staff, and followed, to allow for evaluation and changes.

It is also recommended that the staff continue to receive education and training in this area to assist them in coping with known and suspected addicts.

10. The PROJECT BUILD Policy Board was conceived as getting an input from the Washington community and, as such, its role should be strengthened. Initially, the Policy Board of the project operated effectively in getting the project off the ground. However, as time elapsed, the meetings became nonexistent and the project no longer has the benefit of assistance from the board in setting policy nor as a sounding board for its activities.

The board should hold regular monthly meetings and the minutes of these meetings should be carefully kept. Special attention should be given to the formal actions taken by the board. The present method of taking minutes does not record the formal actions taken by the board, nor does it always set out the issues being discussed.

11. The maintenance of the information retrieval system should be made a priority item, and responsibility for this function should be fixed with the project director, assistant director, or remediation director.

The project, by using the services of Leo Kramer, Inc., to develop a series of forms for collecting data, with suggested ways to use them, did not, and will not, solve the information-gathering function necessary for this demonstration project. All staff, including clerical, should be made aware of the need for information gathering in a demonstration project and the use of data as an evaluative tool. All forms selected should be completed and utilized in the required way and it should be made a matter of project policy that all forms and other matters that pertain to a trainee be placed in his master file.

12. This last recommendation is based on this project's failure to develop an adequate data system and is directed to the U.S. Department of Labor. It is suggested that sufficient funds be included in the budgets of demonstration and experimental programs to establish a data retrieval system in the initial phase of a project. These funds could be specifically designated for the hiring of a consultant for this purpose when the expertise is not available on the staff.

Secondly, the consultants, after working with a project to develop the data retrieval system, should continue the relationship to assure that the system is effectively instituted.

Conclusion

PROJECT BUILD's first year's activity was a general success in carrying out its stated responsibility to recruit, select and train inner city disadvantaged, minority youths for building trade unions' apprenticeship programs.

The project's first year was a success based on the following standards: The criteria established in the proposal; innovative approaches to problems; maintaining and improving support of the building and construction trades unions, typified by their willingness to further experiment in journeymen training; establishing better relations between unions and the black community, and between black and white union members. The major failure of the project was in not developing and maintaining an adequate system of data collection and not making adequate reports. The lack of data prohibited making certain types of analyses for this report.

The project proposal sets out a number of objectives of the project and most were met. The first major objective was to "determine the workability and desirability of a program to enable inner city youth to qualify and perform effectively in apprenticeship programs in the building trades, qualifying them for high wages, secure jobs." The program was to have a number of features that will be discussed after a comment on the major objective.

The project presented a realistic view of apprenticeship to the trainees but was unable to give them the intended realistic work experience on job sites. In part, this was because the project was anticipating Model Cities and urban renewal projects.

The involvement of the union craftsmen and the Joint Apprenticeship Committees (JAC) in the program, working with the trainees, developing curriculum, evaluation and placement was one of the most effective activities of the project. In fact, the method and extent of this involvement was a major reason for the project's success and its planned expansion into the second year with the addition of a steamfitter journeyman coach. The number of crafts represented at the project will be brought up to nine.

The second area of expansion is to upgrade 40 craftsmen who have had some experience, probably with small contractors, to permit those who successfully complete the program lateral entry into the building trades union of their craft. What will be learned during this type of training may also have value to unions in upgrading of journeyman. There is a need for careful records to be kept on trainees, on the system of judging their ability, and methods of training.

The acceptance of the project was not easy for the building trades unions for reasons that are completely divorced from the background of the trainees, their race, and the fact that many had more than a brush with the law. The building trades were asked to help establish a training program that was to permit trainees on the building sites that they had protected for years and to take young men into apprenticeship who did not seem to them to have the background, education, or desire to enable them to succeed in apprenticeship programs. Yet, they were willing to try, in large measure because the project provided protection for the building trades' interests. The chairman of the project Policy Board is the executive secretary of the Washington Building Trade Council, and the presidents of both the Greater Washington Central Labor Council and the Washington Building and Construction Trades Council are on the board.

The locals were permitted to recommend the journeyman coaches for the eight participating crafts. The assistant program director of the project was a journeyman with responsibility for the pre-apprenticeship skill training, as well as coordinating other units in the project. This proved to be important to the journeyman coaches and the locals in that they had one of "their own" in a top level position in the project.

The above involvement helped the trainees to get realistic training in the project shops and on the job sites, when they were available. Without the extent of building trades involvement, it is doubtful if this project would have succeeded at all. The implications of this involvement are clear. The building into the project of building trades and/or union control mechanisms in the skilled trades is, or can be, a necessary ingredient for their willingness to experiment. PROJECT BUILD has provided one means of permitting minority youth to enter the apprenticeable crafts, and provides a way this can be done successfully without "creaming" the high school graduates. It provides disadvantaged minority youths from the inner city with an opportunity for economic success.

A third feature of this goal was to determine the role of the building trades in the orderly expansion of the number of qualified union craftsmen available for the reconstruction of America's cities. This is a vague feature in the proposal, and one can only guess at its meaning. It tends to assume a much greater impact by the project on the labor market than is the case, or it assumed the amount of building in rehabilitation and new housing would be so great that the unions would have to increase the number of apprentices to meet the need.

It fails to take into account that this probably would not take place locally unless the other major cities in the country also had a shortage of craftsmen. The union journeymen would shift from the areas of low employment to those of high employment in the first instance. There would also be some older journeymen returning to the trade and a willingness on the part of the unions to take in craftsmen who were at, or close to, journeyman status prior to a massive increase in apprenticeships. The building trades unions control the entry routes into their trades, and this includes the degree of skill required. They are not apt to depart from the present system that establishes a ratio of apprentices to journeymen on a job unless they foresee general full employment ahead for their craft. They operate in a seasonal industry that experiences more unemployment than the nation as a whole.

The project provides an effective route for the inner city youth to familiarize himself with the apprenticeable trades in the building and construction field. There are national implications to PROJECT BUILD as it provides an institutional step between apprenticeship and the youth who has dropped out of school. The project bridges the gap with its "learn-while-you-earn" and remediation aspects along with familiarization with the world of the high skilled building trades craftsmen and the atypical construction industry.

There may also be implications for the U.S. Department of Labor's Bureau of Apprenticeship and Training that oversees and promotes apprenticeship nationally. Such implications are somewhat beyond the scope of this report, but the institutional aspects and possibilities of the project should be noted.

At present, there are a number of demonstration projects that are attempting to place inner city minority youth into apprenticeships. PROJECT BUILD, with all of its first year problems, appears to be one successful example. In addition to the project, there is the national apprenticeship information center program that was set up to inform youth about the apprenticeable crafts. There is also the Bureau of Apprenticeship and Training with its area of responsibility to further apprenticeship, establish outreach programs, give technical assistance, help to set standards, increase the number of programs, and register them.

It would seem that there are implications for the U.S. Department of Labor—once they accept a demonstration project that successfully prepares young men for apprenticeship—to combine that project, the services of apprenticeship information centers and those of the Bureau of Apprenticeship and Training in some way. They complement each other in the manpower area and present a possibility for a coordinated approach to meeting the nation's manpower needs in the skilled trades.

The fourth feature is the trainees performing useful work on rehabilitation low-income housing that was to be a saving that could be passed on to the homeowner. This did not prove itself to be a viable feature for two reasons. The first was the lack of housing, either rehabilitation or low income, for the trainees to work on. Second, the trainees cost one contractor money rather than saving money, due in part to the unrealistic ratio of four trainees to one journeyman that the proposal calls for. The assumption that seems to underlie this ratio is that the trainees can do skilled work rather quickly. This is not the case. The journeyman cannot do his work and also be an instructor to four trainees, nor can the four trainees always see what is being done. The journeyman often works in very small places or on ladders or with other journeymen of different crafts. Third, the project had to agree with the Laborers' Local that its trainees would not be replacing laborers on the job.

If the ratio were reduced to 1-to-1, then the contractor, the journeyman coaches, and business agents (those with whom this point was taken up) feel there may well be a saving or, at least, no money would be lost.

The available evidence does not indicate that the 4-to-1 ratio is workable and tends to point to a 1-to-1 ratio as being more feasible, or to some other conclusion not contemplated by the project. It should be noted that work sites were not plentiful during either cycle, and the work that was available was unevenly distributed among the crafts. These factors must be considered in making a final judgment.

The project's current method of early craft selection helped the trainee to become familar with "his craft" to the extent that he could become useful to a limited degree to the journeyman. If the choice of craft were made midpoint in the cycle as the proposal calls for, the trainee would be nothing more than an observer on the job. He could not learn enough about eight crafts in so short a time to do useful work in any of them. The later craft selection pattern and useful work on rehabilitation are not really compatible aspects of the proposal.

The trainees would also have no idea how the individual crafts related to one another on the job, which is necessary to understanding the industry. The only useful work that a trainee could do would be laborer's work. This would be a saving, but it would be at the expense of a member of the Laborers' union. As indicated earlier, it is basically a black union whose members live in the inner city. There would be nothing gained by such a swap, except possibly for the contractor who would not be paying the trainee while he would be paying the laborer.

Multi-craft training was another feature of the project that did not come to pass except in the orientation session and the development of a multi-craft section in the second cycle. There are many reasons why it was not done and most of these are based on practical considerations. In fact, the project was set up on craft lines, the way the unions, the journeymen and, as it turned out, the way the trainees felt was the most practical. The trainees pressed for early craft assignment. The journeymen coaches developed their programs in a cumulative way from the most basic to the more advanced.

The remediation staff also seems to feel they were better equipped to handle their work when they knew the craft goal of the trainee. If a trainee wanted to enter one of the mechanical trades, he had to have a high school or GED diploma. If he only had an 11th grade education, he could not enter the craft he wanted without the aid of remediation. Having the trainee select, with some amount of influence, very early in the program provided remediation with time to assist the trainees to meet the educational requirements of their craft.

It must also be said that the whole idea of multi-craft training was not given a real opportunity to prove itself. There is still a great deal of room for doing more work on craft fundamentals prior to the trainees making their craft choice. But, there is no guarantee that if it is done, the results would be very different from the method used.

The multi-craft unit in the second cycle did not work well, in part because of the lack of a journeyman coach to work with the trainees on a permanent basis. The project staff seemed to feel that if a coach were added, this type of multi-craft training would be effective.

In addition, the multi-craft unit with its own journeymen would provide a depository for many trainees who could not readily make a craft choice. It would also provide a place for the trainee to go who wanted to change his craft choice. This position would be supported by the journeymen coaches who feel very strongly about a trainee having his craft selection, if he is eligible for it.

Another feature of the project was its attempt to involve community groups in policy making. This feature was built in by the proposal which called for the project's Policy Board to be composed of holders of positions of specified groups or organizations. In this they were initially successful, but lost a great deal of advantage later by the failure of the Policy Board to hold regular meetings. According to the records available and the questions asked, the Policy Board did not formally meet during the last six months of the project.

After leaving the policy-making area, the project seems to have performed better. The efforts of the project to tell its story to the black community were continuous, but real success took place after the first cycle graduation. The project initially placed more than 50% of its graduates, all of whom were black, into apprentice programs. This was considered to be a success for the black community, representing tangible evidence of a change in the position of the building trades unions. However, to be fair, most apprentice programs had been previously open to blacks. Based on the first cycle of PROJECT BUILD, the community-based organizations were much more willing to assist the project in any way they could, according to the project director.

The second goal of the project was to gear itself to the Model Cities program and to draw meaningful guidelines from its experience as to technical and manpower demands and possibilities for a large scale urban program of low-income housing rehabilitation. This goal was somewhat vague and all one can do is guess at its intent. However, the fact is that PROJECT BUILD'S first year was really anticipatory to the major model cities and urban renewal projects in Washington, so the question is moot. However, this somewhat vague objective might well be followed up during the second year when more rehabilitation housing work should be available.

The third major objective was to determine whether the project helped to spread more information to the community about the requirements and demands of apprenticeship programs. PROJECT BUILD made its contribution to this through its being successful in placing black, inner city youth into apprenticeship. What the trainees had to go through to gain admittance to apprenticeship was passed around by word-of-mouth to places it had never reached previously, according to the manpower specialist.

However, the Apprenticeship Information Center in Washington had a successful program, and had aggressively spread the word about apprenticeship in the inner city and was helpful in placing several hundred minority youths into building trades unions in previous years. The project's success in placing the disadvantaged youth and its publicity had to add to the interest and the information the public received on apprenticeship, especially with the press, radio and television publicity that surrounded it.

The project staff and the Policy Board wrestled with many unusual problems that were not contemplated in the project design and overcame most of them. A major difficulty at the project, as we indicated, was in not having sufficient on-site work, but this was due to conditions quite beyond the project's control. All of the journeymen coaches pitched in and used their extensive knowledge of the industry to find sites. The project staff, in meeting this problem, showed great ingenuity both in locating sites and in finding the best substitute, shop work.

Shops were found in a local vocational high school for two crafts, and shops were built for others within the project building. The project acquired surplus property and was able to equip some shops completely and others partially. This provided the trainees with a place to build things, use the tools, and see the results of their work. Without this training, there would have been a serious gap in their apprenticeship preparation and greater disciplinary problems.

The building trades unions agreed to support the project and eight of its crafts participated directly while others, with less interest in home building and rehabilitation, agreed to give indirect support. The unions in the Washington area agreed to provide jobs for all trainees who completed the project's training, which is one indication of their serious intent. Laborers' Local 74 agreed to take all trainees who completed the program if they could not be placed in another craft. Other non-building trades unions also agreed to try to place trainees who did not want to stay with construction.

When the first cycle was completed and many of the trainees placed in apprenticeship (36 out of 66), there was a general feeling of success among the building trades unions. In the new contract, the steamfitters agreed to enter the program and recommend a journeyman for their craft.

In addition to this, the Building Trades Council agreed to the new project that provided for training and upgrading to journeymen status of tradesmen with some experience. The crafts involved agreed to take into membership the journeymen who qualified. Most of the tradesmen to be selected would come from the inner-city area and would probably be working for a small black contractor.

It should also be noted that building trades unions not formally associated with PROJECT BUILD took trainees into their apprentice program. The Operating Engineers took three from the first cycle and two from the second cycle, and the Elevator Constructors agreed to take five trainees from the second cycle into their "apprenticeship" program.

At the end of the first year, the building trades unions continue to support this project and are willing to broaden it to upgrade experienced tradesmen, through training, to journeymen and then take them into membership. In addition to this, the Building Trades Council has been signing contracts with black contractors and the locals have been taking in black craftsmen who meet journeymen standards. Many of those who are not qualified will be asked to go into the PROJECT BUILD journeymen training section.

The last conclusion is twofold and covers the general feelings between the black community and the building trades unions, and between black and white unions (some unions being almost exclusively black or white even if they do not discriminate). It also covers attitudes among union members of both races. The preceding are attitudes that are difficult to measure with accuracy. Recognizing this, the writers felt the most reliable sources available to us would be the project staff, union leaders and members of the board. Although they would not be 100% accurate and somewhat biased, the above sources have a political instinct that is fairly accurate.

The project director and manpower director indicate that there has been a considerable improvement in building trades unions' image among black leaders and in the community. They both feel that the fanfare surrounding graduation helped the black community to realize the success of the project. The first graduation was held in a public school auditorium with several hundred in attendance; and the second was held in the streets in the middle of the black community. Both occasions received a good deal of publicity and were well attended, with recognized black community leadership taking part.

The labor leaders report that relations with the black community leaders have improved.

Those who helped design the project felt that good faith was shown and that the unions were trying. A real advantage was within the labor movement itself. The black and white unionists supported the project and took pride in its first year's accomplishments.

The past history of affirmative action by the Greater Washington Central Labor Council, AFL-CIO, the Building Trades Council, and most of the building trades unions helped convince the black union members and the community that PROJECT BUILD was a further step in the direction of helping to qualify black youths for building trades occupations.

As an example of what has happened in Washington, D. C., in an instance when the question of exclusionary practices was raised in a meeting of teachers, the black principal of Bell Vocational High School replied that all of the seven students who finished the plumbing course at Bell last year were accepted into apprenticeship, although one elected to work elsewhere. He stated that five years ago, this might not have been the case.

The publicity given to PROJECT BUILD in its recruitment programs through radio, television, the press, through church and community groups, as well as through unions, helped publicize this affirmative union-community program. The graduation of the trainees and their entry into apprenticeship programs was further evidence that building trades unions were attempting to bring more blacks into their unions.

Finally, in the writers' judgment, the project has made a positive contribution to the knowledge of manpower training that has implications beyond the project itself. It has shown that disadvantaged inner-city youth, who were unfamiliar with the construction industry could be trained through a system of individual remediation and preskill training to qualify for building trades apprenticeship.

Secondly, this project has demonstrated that building trades unions would lend their assistance, and cooperate with a project structured to take into account what they believe to be their legitimate interests.

V. Appendix

TABLE A-1

Number of Weeks Graduates Spent in the Project, Cycle I and Cycle II

	Cycle I	Cycle II
7 weeks	1	–
8 " "	3	2
9 " "	1	2
10 " "	4	1
12 " "	3	1
13 " "	1	–
14 " "	6	2
15 " "	6	1
16 " "	3	2
17 " "	4	2
18 " "	9	–
19 " "	9	3
20 " "	11	3
21 " "	1	–
22 " "	4	–
23 " "	–	2
24 " "	–	5
25 " "	–	7
26 " "	–	5
27 " "	–	37
Median number of weeks spent in program	18	26

TABLE A-2

Number of Weeks Terminated Trainees Spent in the Project, Cycle I and Cycle II

	Cycle I	Cycle II
Less than 1 week	5	4
1 week	1	2
2 weeks	7	4
3 ” ”	3	2
4 ” ”	2	4
5 ” ”	1	3
6 ” ”	3	2
7 ” ”	2	2
8 ” ”	3	–
9 ” ”	2	1
10 ” ”	2	2
11 ” ”	1	–
12 ” ”	2	1
17 ” ”	2	–
18 ” ”	–	3
19 ” ”	–	2
20 ” ”	1	1
21 ” ”	–	3
	—	—
Median number of weeks spent in program	4½	5
	—	—

TABLE A-3

Statistics on Trainees, as of September, 1969, Cycle I

Craft	Total No. Trainees	Placed in Apprentice-ship	Indentured*	Incarcerated, School, or Service	Placed in Holding Jobs**
Brick Masons	6	6	6	–	–
Carpenters	11	11	–	–	–
Cement Masons	9	7	7	1	1
Electricians	8	5	5	1	2
Painters	9	7	1	2	–
Plasterers	9	8	4	1	–
Plumbers	4	4	1	–	–
Sheet Metal Workers	7	7	2	–	–
Oper. Engineers	3	3	3	–	–
Total	66	58	30	5	3

* An **indentured apprentice** is one who has completed all requirements for the trade, signed an apprenticeship agreement form, and attends related training classes when they are provided. However, the broad interpretation of indentured varies from local to local.

** A holding job is an assignment given to trainees with some employer who is under a labor union agreement until he has met all of the requirements for entry into apprenticeship.

TABLE A-4

Report on Trainees, Supportive Services, September, 1969

Cycle I Sept., 1968 Graduation	66 Total Trainees	58 Placed in Apprenticeship	0 Fired From Job	0 Quit Job or Apprenticeship	2 In School	2 In Service	2 Incarcerated	2 Placed in Holding Job
Report on Cycle I Trainees Sept., 1969	66 Total Trainees	27 Currently Working in Apprenticeship	4 Fired From Job	35 Quit Apprenticeship or Dropped out	2 In School	5 In Service	3 Incarcerated	25 Working Out of Craft
Cycle II April, 1969 Graduation	75 Total Trainees	62 Placed in Apprenticeship	0 Fired From Job	0 Quit Job or Apprenticeship	2 In School	3 In Service	2 Incarcerated	6 Placed in Holding Job
Report on Cycle II Trainees Sept., 1969	75 Total Trainees	32 Currently Working in Apprenticeship	2 Fired From Job	41* Quit Apprenticeship or Dropped out	6 In School	7 In Service	6 Incarcerated	22 Working Out of Craft

* At the end of Cycle II several local unions were in negotiations and were not accepting or replacing apprentices.